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ABSTRACT

The Commission on Academic Governance was charged by the president of the University of Victoria with the responsibility of making recommendations concerning the governance of the university for the immediate future. Suggestions were made for a number of organizational changes. The duties and responsibilities were set down from all persons concerned with academic decisionmaking. Issues covered were: the Universities Act, which provides the legal framework within which these recommendations were made; the nature of academic governance; responsibility and accountability in academic governance; the situation at the University of Victoria; duties, and responsibilities, term of office and procedures for selection of the department chairman; structure, duties, responsibilities, term of office, appointment procedures and role of deans and their faculties; composition, operation and role of the senate; the board of governors; and the appointment, promotion, tenure, the powers and duties of the president; the consultative process at the presidential level; the subdivision of the faculty of arts and sciences; the consolidation of the language departments, the status of professional librarians, and the role of students in academic governance. (Author/KE)

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REPORT
of the

COMMISSION ON ACADEMIC GOVERNANCE

UNIVERSITY
of
VICTORIA
1972

HE006878

UNIVERSITY OF VICTORIA
VICTORIA, BRITISH COLUMBIA

Commission on Academic Development
Commission on Academic Governance
telephone 477-6911 local 431
January 3, 1973

Hugh E. Farquhar, Esq., M.A., Ph.D.
President
University of Victoria

Dear Mr. President:

Your Commission submits herewith its Report on Academic Governance at the University of Victoria.

The Commission's deliberations and studies extended over a period of more than six months and during this period we received submissions written and oral from a large number of interested colleagues and groups on the campus. We ourselves sought interviews with others who we felt could provide us with information and opinions pertinent to our task. We also had available to us books, reports and policy statements dealing with academic governance, both in Canada and elsewhere. Those familiar with policies and procedures at the University of Toronto, Queen's University and the University of British Columbia will recognize that many of our recommendations are based upon policies in effect at these institutions.

The Commission regrets that the Faculty Association, the Alma Mater Society and the Graduate Students' Society did not see fit to make submissions to us, and that only three individual students did so.

May I, as Chairman, express to you my appreciation for the hard work and devotion of my colleagues on the Commission. I would also like, on behalf of the Commission, to thank Mrs. Audrey Clements and Mrs. Mae Peters for their secretarial services and the staff of the University Library for their cooperation.

Respectfully submitted,

S. A. Jennings, Chairman
Commission on Academic Governance

SAJ-mp

REPORT OF THE
COMMISSION ON ACADEMIC GOVERNANCE
UNIVERSITY OF VICTORIA

1 9 7 2

Submitted to
President Hugh E. Farquhar
by

S. A. Jennings (Chairman)

A. Gowans

D. Halliwell

A. E. Loft (Secretary)

G. O. Mackie

N. A. Swainson

REPORT OF THE
COMMISSION ON ACADEMIC GOVERNANCE
UNIVERSITY OF VICTORIA

1 9 7 2

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INTRODUCTION

The Terms of Reference of the President's Commission on Academic Governance were as follows:

> Generally, the Commission is to study and make recommendations regarding methods of academic governance at the University of Victoria.
>
> The Study will include a review of how academic policy is established and decisions taken at this university and at other institutions both in Canada and elsewhere. Special consideration will be given to the powers, duties and responsibilities of individuals, bodies and offices. During the course of its deliberations, the Commission will invite submissions from interested individuals or groups within the University.
>
> The Commission will submit a written report to the President by September 1972 presenting its findings and making recommendations regarding academic governance.

It is important to note that the Commission was charged with the responsibility of making recommendations concerning the governance of this University for the immediate future and not with the preparation of a paper on the governance of universities in general. In the Report which follows, we have suggested a number of significant organizational changes and have set out what we consider to be the duties and responsibilities of all persons concerned with academic decision taking. We believe that our recommendations, if implemented, will do much to clarify many areas where confusion has existed in the past. However, we are under no illusion as to the real causes of the difficulties that we have experienced in recent years. Our fundamental problems have not been organizational but have been behavioural and in part, ideological.

No system of government will work successfully without the cooperation and acceptance of those so governed.

Our recommendations, if implemented, will bring the administrative practices at this University in line with those in effect at a number of major Canadian universities. They will inevitably be modified in future years and it is our hope that these modifications would arise naturally and easily from a process of consultation and discussion within the system we envisage.

Readers of this Report will immediately realize that we have made our recommendations within the legal framework of the present Universities Act. It now appears possible that amendments may be made to this Act. Unless these amendments are of such a sweeping nature as to amount to a complete rewriting, the Commission believes that they will have little effect on the internal governance of the University although they may change the composition of the Board and Senate. The practices of governance are <u>not</u> spelled out in the present Act, nor can they be spelled out in any future Act since the Act can contain only the bare skeleton of the structure and the flesh and clothing are added by the University itself as it grows and matures.

We ask that our Report be read as a whole and that each recommendation be considered in its appropriate context. Indeed, in some cases we have made suggestions or indicated our views without setting these out as formal recommendations. For these reasons our Report does not include a separate summary of our formal recommendations but the Table of Contents will provide a guide as to where formal recommendations may be found.

1. THE UNIVERSITIES ACT

The Commissioners were charged with the responsibility of studying the governance of this University and of making recommendations concerning it. The basic document upon which the governance of all public universities in British Columbia is based is the Universities Act [S.B.C. 1963, c. 52]. This Act provides only the broad general outlines of how a university in British Columbia is governed. It is important to realize that the Act does not provide a manual from which the administration practices at this, or any other university, can be discovered since much of the actual practice and many of the mechanisms of governance have evolved over the years and will of necessity differ from university to university. Nevertheless, it does set out the general legal framework within which these practices and mechanisms must operate.

A study of the Act makes it immediately clear that its drafters created a system of governance which involved a division of powers between the Senate on the one hand and the Board of Governors on the other. The Senate in general has the power to deal with "the government, management and carrying out of curriculum, instruction, and education offered by the University". The powers of the Board of Governors centre around "the management, administration and control of the property, revenue, business, and affairs of the University", including the power to appoint staff. The essential connection between these two bodies is the President who is the chief executive officer of the University, which is defined by the Act to include, among other bodies, the Senate, Board and Faculties.

In order to understand the bicameral system of governance at this University, it is essential that we expose a number of sections of the Act since this Act provides the framework for the actual system of governance which has developed over the years.

It is not our intention to reproduce here the entire Act, but we shall quote those sections which the Commission feels will highlight the structure of the University and the division of powers.

Note: In what follows "Faculty" is used to mean one of the Faculties (Arts and Science, Education, Fine Arts, Graduate Studies and any other which may be established in the future); "faculty" as defined in the Act means the Dean and the teaching staff of a Faculty as determined by the Senate. Teaching staff is defined to include professors, associate professors, assistant professors, lecturers, instructors and all others engaged in the work of teaching or giving instruction.

I. The University

Section 5(2) - Each University shall consist of a Chancellor, a Convocation, a Board of Governors, a Senate, a Faculty Council, and the Faculties.

II. Convocation

Section 7 - The Convocation of each University shall be composed of

(a) the Chancellor, who shall be Chairman thereof;
(b) the President;
(c) the members of the Senate;
(d) all persons holding academic appointments within the University, whose names are added to the roll of the Convocation upon instructions of the President;
(e) all persons who have become graduates of the University; and
(f) all persons whose names are added to the roll of the Convocation by regulation of the Senate.

III. The Board of Governors

1. Members of the Board:

Section 16 - The Board shall consist of eleven members, comprised of the Chancellor, the President, three members elected by the Senate from its own members, and six members appointed by the Lieutenant-Governor in Council.

Section 20 - The following persons are not eligible to be members of the Board:

(a) Members of the Parliament of Canada:
(b) Members of Executive Council or of the Legislative Assembly:
(c) Members of the Board of Governors of any other University:
(d) Other than the President, any appointee of the Board who receives remuneration from the University:
(e) Any employee in the service of the Department of Education or principal or teacher of any school:
(f) A person who resides outside the Province:
(g) A person who has not attained the age of twenty-one years [nineteen years].

2. The powers of the Board of Governors with which we are concerned are set out in sections 46-53 of the Act as follows:

Section 46 - The management, administration, and control of the property, revenue, business, and affairs of the University are vested in the Board. Without thereby limiting the general powers conferred upon or vested in the Board by this Act, the Board has power

(a) to make rules and regulations for the meetings of the Board and its transactions with power to appoint from its members a Chairman and, when necessary, an Acting Chairman;

(b) to appoint the President of the University, Deans of all Faculties, the Librarian, the Registrar, the Bursar, the Professors, Associate Professors, Assistant Professors, Lecturers, Instructors, and other members of the teaching staff in the University, and all such officers, clerks, employees, and servants

as the Board may deem necessary for the purposes of the University, and to fix their salaries or remuneration, and to define their duties and their tenure of office or employment, which, unless otherwise provided, shall be during the pleasure of the Board; but no person shall be appointed a member of the teaching staff of the University or of any Faculty thereof unless he is first nominated for the position to which it is proposed to appoint him by the President of the University and no member of the teaching staff of the University or of any Faculty thereof shall be promoted or removed except upon the recommendation of the President of the University;

(f) with the approval of the Senate, to provide for the establishment and maintenance of Faculties and departments with suitable teaching staff, and for such chairs, fellowships, scholarships, exhibitions, bursaries, prizes, and courses of instruction in any subject as may seem meet to the Board and Senate, except for theology courses intended as training for the ministry of any religion, and with the approval of the Senate to discontinue any Faculty, department chair, fellowship, scholarship, exhibition, bursary prize, or course of instruction;

(g) to prepare annually budgets for operating and capital expenditure for the University;

(1) from time to time to determine the number of students that may in the opinion of the Board, having regard to the resources available, be accommodated in the University or in any Faculty thereof, and to make such rules and regulations as are considered advisable for limiting the admission or accommodation of students in any case to the number so determined, and for selecting from applicants for admission to the University possessing the required academic and other qualifications those who are to be admitted as students in the University or in any Faculty thereof;

(n) to do and perform all other matters and things which may be necessary for the well-ordering and advancement of the University.

Section 47 - The Board shall not incur any liability or make any expenditure beyond the amount unexpended of the grant made to the University by the Legislature and the estimated revenue of the University from other sources up to the end of and including that year, unless an estimate thereof has been first submitted to and approved by the Lieutenant-Governor in Council.

Section 50 - The Board shall make an annual report of its transactions to the Lieutenant-Governor in Council, in which shall be set forth a balance-sheet and a statement of revenue and expenditure for the year ending on the preceding thirty-first day of March, and such other particulars as the Lieutenant-Governor in Council may from time to time require. A copy of the annual report so made shall be forthwith transmitted to the Senate.

Section 51 - The accounts of the Board shall be audited at least once a year by the Comptroller-General, or by some person appointed by the Lieutenant-Governor in Council for that purpose.

Section 52 - If any question arises about the powers and duties of the Convocation, the Chancellor, the President, the Senate, the Faculties, or any officer or servant of the University, the same shall be settled and determined by the Board, and its decision is final.

Section 53 - The Board may from time to time appoint Advisory Boards, consisting either wholly or partly, of persons unconnected with the University, upon such terms and for such terms and for such purposes as the Board may consider advisable, and may refer to them for advice and report any subject or matter in the Board's opinion requiring to be so dealt with, and such advice and report shall be considered and weighed by any body in the University to which the Board directs the advice to be given or report to be made.

IV. The Senate

1. Members:

Section 23 - The Senate of each University shall be composed of:

(a) the Chancellor;
(b) the President;
(c) the Deans of Faculties and one member of each Faculty elected by the members of that Faculty;
(d) such other Deans as may be determined by the Senate;
(e) the Librarian;
(f) one member to be elected by the governing body of each affiliated college of the University;
(g) four members appointed by the Lieutenant-Governor in Council only one of whom shall be an official of the Department of Education;
(h) not less than six nor more than fifteen members, as determined by the Senate, to be elected by Convocation from the members thereof, who shall not be members of the Faculties;
(i) one or more members, as determined by the Senate, to be elected by any society or group or organization in the Province which in the opinion of the Senate contributes in a significant way to the economic or cultural welfare of the Province; and
(j) a number of members, equal to the number provided in clauses (g), (h), and (i), to be elected by the Faculties either in joint meeting or in such manner as the Faculties in joint meeting may by regulation determine.

2. The powers and duties of the Senate with which we are concerned are set out in section 54 of the Act as follows:

Section 54 -
(a) to regulate the conduct of its meetings and proceedings, including the determining of the quorum necessary for the transaction of business and the election of its members to the Board of Governors;

(b) to provide for the government, management, and carrying-out of curriculum, instruction, and education offered by the University;

(d) to consider and revise the course of study, instruction, and education in all Faculties and departments of the University, including extramural instruction;

(f) to approve the establishment or discontinuance by the Board of any Faculty, department, course of instruction, chair, fellowship, scholarship, exhibition, bursary, or prize;

(h) from time to time to determine which members of the teaching and administrative staffs shall be members of each Faculty;

(k) to make such recommendations to the Board as may be deemed proper for promoting the interests of the University or for carrying out the objects and provisions of this Act;

(l) to deal with all matters reported by the Faculties, as affecting their respective Faculties, and to consider and take action upon all such matters as shall be reported to it by the Board;

(m) to exercise disciplinary jurisdiction with respect to students in attendance at the University by way of appeal from any decision of the Faculty Council;

(n) to make or alter any University rule or regulation, providing the rule or regulation so made or altered is consistent with the provisions of this Act and with the laws of the Province;

(p) to fix the terms of affiliation with other universities, colleges, or other institutions of learning and to modify or terminate such affiliation.

In addition, section 55 states that

Section 55 - A certified copy of every resolution or order of the Senate providing for any of the matters or things mentioned in clauses (f), (n), and (p) of section 54 shall, within ten days of the passing thereof, be transmitted to the Board, and no such resolution, rule, or regulation has force or effect until it has been approved by the Board.

V. The President

The powers and duties of the President are set in sections 56-60 as follows:

Section 56 - There shall be a President of the University, who shall be the chief executive officer, and who shall generally supervise and direct the academic work of the University, teaching and administrative staffs, and the officers and servants. He shall have such other powers and perform

such other duties as from time to time may be assigned to him by the Board.

Section 57 - Without limiting his general powers, the President has power

(a) to recommend appointments, promotions, and removal of members of the teaching and administrative staffs and the officers and servants of the University;

(b) to summon meetings of a Faculty whenever he may deem it necessary to do so, and at his discretion to convene joint meetings of all the Faculties or any two or more of them; and

(c) to authorize lectures and instruction in any Faculty to be given by persons other than the duly appointed members of the teaching staff.

Section 58 - (1) The President has power to suspend any member of the teaching and administrative staffs and any officer or servant of the University. Upon the exercise of that power, he shall forthwith report his action to the Board with a statement of his reasons. A person who is suspended under this subsection has a right of appeal to the Board.

(2) The President has power to suspend any student and to deal summarily with any matter of student discipline, notwithstanding any powers conferred on the Faculty Council. Upon exercise by him of this power, he shall forthwith report his action to Faculty Council with a statement of his reasons. His action is final, subject in all cases to an appeal to the Senate.

Section 59 - The President shall report annually on the progress of the University to the Board and the Senate and make any necessary recommendations, and he shall also report on any matter which shall be referred to him by the Board or the Senate.

Section 60 - The President is Chairman of Senate and of Faculty Council and is a member of each Faculty. In the absence of the Chancellor, the President shall be Chairman of Convocation and shall confer degrees.

VI. Faculties

The powers and duties of the Faculties are set out in sections 63-65 as follows:

Section 63 - (a) to make rules and regulations governing its proceedings, including the determining of the quorum necessary for the transaction of business;

(b) subject to the provisions of this Act and to the approval of the Senate, to make rules and regulations for the government, direction, and management of the Faculty and the affairs and business thereof;

(c) to determine, subject to the approval of the Senate, the courses of study in the Faculty;

(d) to prohibit lecturing and teaching in their respective Faculties by persons other than the duly appointed members of the teaching staff thereof and persons duly authorized, and to prevent any lecturing or teaching so prohibited;

(e) subject to the approval of Senate, to appoint for the examinations in each Faculty examiners, who shall, subject to an appeal to the Senate, conduct such examinations and determine their results;

(f) to deal with and, subject to an appeal to the Senate, to decide upon all applications and memorials by students and others in connection with their respective Faculties;

(g) generally to deal with all such matters as may be assigned to it by the Board or the Senate.

Section 64 - A general rule or regulation made by a Faculty or by Faculty Council is not effective or enforceable until a copy thereof has been sent to the Senate and the Senate has given approval thereto.

Section 65 - Any of the Faculties or the Faculty Council may advise the President in any matter affecting the interests of the University, whether academic or in relation to discipline, but the powers and authority of the President are not subject to control by reason thereof.

VII. Explanatory notes on the Powers and Duties as set out above

1. One of the first tasks which the Commission set itself was to identify the formal powers and duties of the Board, Senate, President and Faculties as delineated in the Act since any recommendation that the Commission might make to modify these powers and duties would require an amendment to the Act. This the University cannot initiate unilaterally for, as we have pointed out, the Act governs the University of British Columbia and Simon Fraser University in addition to our own. The excerpts from the Act set out above make clear what these powers and duties, in fact, are.

2. It is clear from the Act in general and specifically from section 46(n) and section 52 that the residual powers rest with the Board. In addition, the powers of the Senate under section 54(f), (n) and (p) are subject to veto by the Board (see section 55).

3. We note that while the Board has the power (section 46(a)) to appoint from its members a Chairman, or when necessary, an Acting Chairman, neither the Senate nor the Faculties are given such powers. The President, under the Act, is the Chairman of Senate and a Dean is Chairman of his Faculty. As a result, it would appear that neither body can formally hold a meeting without the Chairman or his designate in the Chair.

4. Section 57(b) of the Act gives the President the power to call meetings of any Faculty and, at his discretion, to call joint meetings of any two or more Faculties. The only powers given by the Act to the Faculties in joint meeting are to determine the method of election of members of Senate under section 23(j) and members of Faculty Council under section 25. Board, Senate, Faculty Council and each individual Faculty are given the power to make rules and regulations governing their proceedings (sections 46(a), 54(a), 61(a), 63(a)) but no such provision exists for the Faculties in joint meeting.

5. The Act in section 45(1) provides that "the Board shall meet as often as is necessary to transact the business of the Board and in any event not less than once every three months". No such requirement exists in the Act for meetings of Senate, Faculty Council or the Faculties. Section 45(2) defines a quorum for the Board, but the other bodies may determine their own quorum.

6. We note that Senate has the power under section 54(b) to determine which members of the teaching and administrative staffs shall be members of each Faculty. It appears, therefore, that Senate cannot add persons other than members of the teaching and administrative staffs to any Faculty. It is not clear whether a Faculty has the power to add to its membership persons other than members of the teaching and administrative staffs. A question concerning the power of a Faculty to so add would have to be determined by the Board (see section 52 of the Act).

7. From time to time in the Act, the term "Lieutenant-Governor in Council" is used. This means the Provincial Cabinet which conducts its business by means of Orders-in-Council which become effective only when signed by the Lieutenant-Governor.

8. Sections 47, 50, and 51 illustrate the control exercised by the Provincial Government over the magnitude of the budget and expenditures of the Universities.

9. We note that the Act makes no mention of Department Heads or Chairmen, and the only responsibility of a Dean is to be "the Chairman of his Faculty". It is clear that the many administrative and academic responsibilities of these officers of the University have developed as universities have increased in complexity.

VIII. The Dual Role of the President

As we indicated earlier, the President is the essential connection between the Senate and the Board of Governors. He is the Chairman of Senate and is a member of the Board and is its chief executive officer. The President therefore is responsible both for the business and financial management of the University and also for providing academic leadership and giving direction to and supervision of the academic work of the University and of its teaching staff. We reiterate, the President's role is a dual one which combines administrative performance with academic leadership and direction. Our past experience at this University makes it clear that a President who is unable to fill both parts of this dual role faces major problems. The Senate and Faculties will lose confidence in a President who provides no academic leadership and fails to give firm academic direction.

The Board will lose confidence in a President whose conduct of the affairs of the University is organizationally inefficient. However, since the University's raison d'etre is to provide an environment where teaching and learning, research and scholarship can flourish, the President must never sacrifice these academic goals on the altar of efficiency in business management.

IX. The Commission's View of the Present Act

In the foregoing we have set out the essential provisions of the Universities Act. The Commission is convinced that the existing Act does in fact provide a satisfactory legal framework for the governance of this University, and sees no reason to recommend that the University press for amendments to it at this time. We are convinced that our University can be well and harmoniously governed under the present Act. We are equally convinced that no Act can be drafted that will by itself provide good governance without the cooperation of all members of the University.

In reaching these conclusions, the Commission took cognizance of various new university acts in other Provinces and has concluded that at the present time for this University none of these new acts offers a significant advantage over our own Act.

2. ACADEMIC GOVERNANCE

I. An Analysis of the Nature of University Governance

The process of decision taking within Universities is a complicated one because so many decisions have major implications for the academic areas. It is customary in all universities to separate those areas of activity which have little or no direct impact on the academic functioning of the university and to use in these areas decision taking processes similar to those found in the business community. (In this University these areas come under the control of the Dean of Administration.) The day-to-day decision taking process in the business world is often called "hierarchical" and involves an assignment of responsibilities from above to designated individuals below. Typically, in hierarchical decision taking there may be only a limited amount of consultation with those affected by the decision, although in present day society those affected usually feel they have a right to know why the particular decision has been taken.

In academic areas, hierarchical decision taking is normally not appropriate and instead a process which we shall call "consultative" is used. It is important to remember that the primary objectives of a university are teaching, research and scholarship, and in these areas the members of the teaching staff function in a professional capacity. Decisions in academic areas, therefore, cannot be imposed from above but must be made only after a process of professional consultation carried out by those actually involved in, or affected by, the decision. The department has traditionally been the unit within which

this consultation takes place because it provides a fairly small grouping of people with similar academic backgrounds and expertise. It is important to note that a faculty member's "peer group", namely the other professionals in his discipline, provides the basic controls which are acceptable to him when he functions in his professional capacity. His peer group includes members of his own and perhaps of related departments, together with other professionals in his discipline at other institutions. These colleagues outside the university do not normally influence him in the performance of teaching duties but their opinions are of paramount importance in the evaluation of his scholarly and research activities and in the maintenance of academic standards.

Within the University this process of consultation and discussion prior to the taking of decisions extends into those academic areas which are the chief concerns of the Faculties and Senate. This form of decision taking co-exists in the University with the more usual hierarchical type of decision taking. The major problem in academic governance is to achieve a satisfactory balance between these two forms of decision taking and to ensure that all members of the University community -- faculty, staff and students -- understand these types and know when each is appropriate.

It is almost an impossibility for an outsider to identify and determine those issues within the University which fall into the "consultative area", those in which decisions can be taken by the "hierarchical" process, and those in which some appropriate combination of these two methods must be used. This same difficulty is often very apparent in young institutions where the number of experienced academics

is not sufficient to provide the necessary background of experience required to make this complex system work. For these reasons the Commission is emphatic in its opinion that all academic administrators, be they presidents, deans, department heads or chairmen, must be academics who have served their apprenticeship as members of the teaching staff of a university. Only in this way will an academic administrator gain the experience necessary for him to determine which type or types of decision-taking processes are appropriate in any given instance.

The essential feature of the consultative process is that every person involved has the right to present his views and to try to convince his colleagues that his views should prevail. It is clear that the discussion involved may be very lengthy since the objective is to reach a consensus. As the group increases in size and becomes more diverse, it becomes increasingly difficult for it to reach a consensus and the time taken by discussion may be very great indeed. The groups involved, therefore, must be small enough and sufficiently homogeneous that they can in fact function as "communities of scholars". It would appear to the Commission that in this University departments should use the consultative process in reaching all decisions concerning academic matters of interest to the entire department. In department meetings therefore, the chief executive officer of the department should act as chairman and encourage free and relatively unstructured discussion in which he participates as an equal on appropriate academic issues. If departments are too large or too diverse in their academic interests, then it will be necessary for them to meet in smaller homogeneous groups so that this consultative process may go on. Similar

considerations apply to Faculties such as Education which do not have a departmental structure. In the Faculty of Arts and Science, the membership is so large and diverse that there are probably few issues where this consultative process in the form indicated above can be used successfully, and in our opinion, modifications are necessary.

We stress that the consultative process as outlined above is a process in which all points of view are exposed with the object of reaching a consensus. This process must not be confused with the so-called "democratic process" where issues are voted upon, perhaps after only limited discussion, and where the majority view prevails. It is necessary at this point to set out clearly the nature of the decision taking process when consultative procedures are used. The Commission, as will become apparent later in this report, takes the view that academic administrators to whom the President has delegated some of his powers and duties, must be responsible ultimately to the President for the decisions they take and the recommendations they make, regardless of whether these decisions and recommendations have been arrived at by use of some form of the consultative process or not. With this in mind, let us consider the possible outcomes of the consultative process:

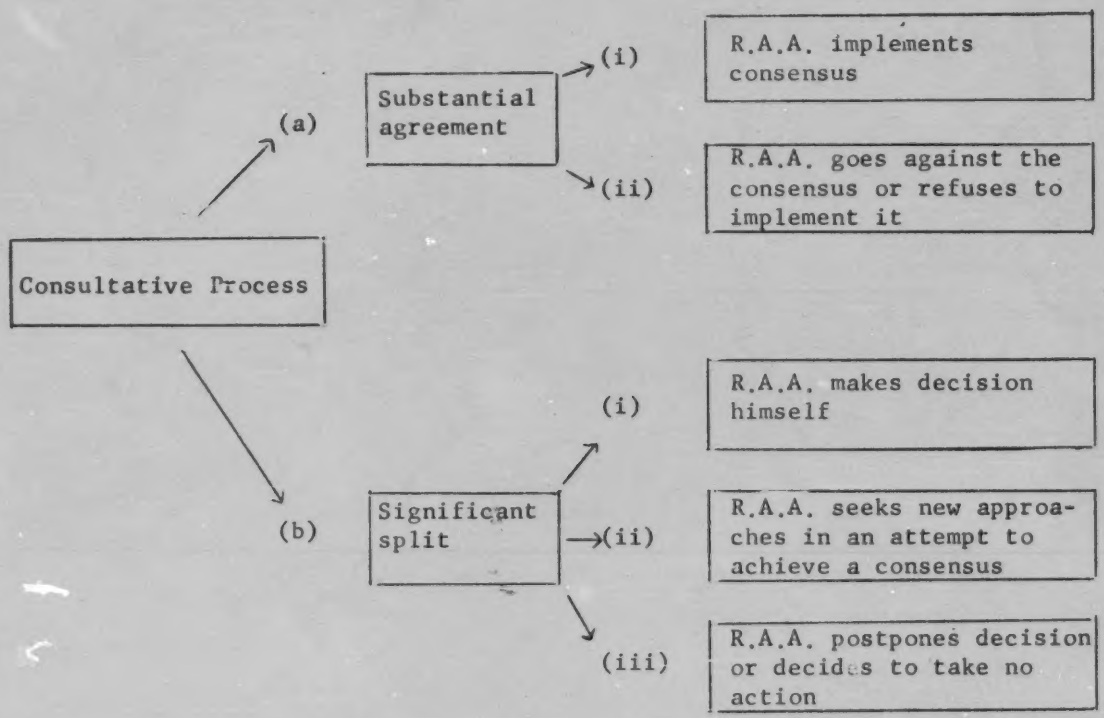
(a) the group (department, committee or even faculty) may reach either a consensus or a substantial agreement on the issue under discussion.

(b) The group may be seriously divided over an issue.

In each of these cases, the responsible academic administrator (R.A.A.) has certain alternatives open to him. The diagram below indicates possible outcomes of the use of the consultative process when it is used as a

method of assisting the person responsible in making his decision.

R.A.A. = responsible academic administrator



We stress that outcome (a)(ii) in which the responsible academic administrator decides to go against the substantial agreement reached by his colleagues should be considered most abnormal and would probably only arise in those cases where the persons involved disagree on matters of principle. In this case the academic administrator must give a full explanation of the reasons for his decision both to his colleagues and those to whom he himself is responsible.

In the event that outcome (b) occurs, we recommend that wherever possible (b)(ii) be followed, that is, the responsible academic administrator should seek new approaches in an attempt to reach a consensus. There will be many situations however where a decision must be reached, and here the administrator is obligated to give due weight to all points of view although he need not go with the majority. Here also, he must inform his colleagues and those to whom he is responsible about the disagreement and give reasons for his decisions. It is important to realize that failure to achieve a consensus should not be taken as an indication of lack of confidence.

II. Responsibility and Accountability

The President, as chief executive officer of the University, is responsible both to the Board for the total administration (business and academic) of the University and to the faculty and students for ensuring that the intellectual climate of the institution is one in which teaching, learning, scholarship and research can flourish. This is a very heavy load of responsibility and he must, of necessity, delegate some of his duties and powers, although in doing so he cannot relieve himself of his ultimate responsibility for the supervision and direction of the work and operation of the University (see section 56 of the Act). It is clear, therefore, that persons or groups to whom the President has delegated some of his powers and duties, must of necessity be responsible to him in this connection. This responsibility may be direct as in the case of a Dean or may be through a chain of one or more persons. For example, the head or

chairman of a department is responsible to his Dean and through the Dean, to the President.

The Commission is emphatic that all administrators within the University (that is, all those who derive their powers from the President and are responsible, either directly or through a chain, to him) must be aware of the principal purpose of the university and discharge their responsibilities in a manner which furthers its academic goals. This implies in particular that while the "business" affairs of the University should be conducted efficiently, they must always be conducted in a manner which supports the faculty and students in their common enterprise.

The Commission recognizes that because the consultation process is the essential feature of much of academic decision taking, the President must delegate many of his responsibilities in this area to deans, department heads and chairmen and to faculty committees. Only by doing this can he ensure that the consultative process may be used effectively in areas where it is appropriate, because it is clear that the Faculties in joint meeting form too large and inhomogeneous a group for this process to work. In later chapters of this report, we spell out clearly who, in our opinion, carries responsibility for designated aspects of the governance of the University, its precise nature and to whom the individual carrying the responsibility is accountable. We also indicate some areas in which each of the various administrators must use the consultative process.

There is a different area in which Deans, Heads or Chairmen of Departments, committees and individual faculty members discharge their

general responsibility to the University. This area is concerned with the responsibilitity of individuals and groups to make recommendations dealing with a wide variety of academic and administrative matters, upon which decisions are to be taken by others. There must be the presumption that those making recommendations do so responsibly and with the best interests of the University and its students in mind. It is important to remember that the making of a recommendation does not carry with it the implication that the recommendation will be accepted. (See section 65 of the Act.)

III. Conclusions and Observations on Academic Governance

(a) It is the duty of every member of faculty to participate responsibly in the consultative process of decision taking, both within his Department and by attendance at Faculty meetings and by service on appropriate committees. If the members of the teaching staff fail to assume this responsibility, the decision taking process will inevitably become autocratic since decisions must be made.

(b) It is the duty of every academic administrator to make full use of the consultative process whenever appropriate and to ensure that in this process all appropriate individuals and groups are involved in the discussions.

(c) We have stressed earlier the fact that all academic administrators must be academics since only academics will have developed an understanding of the nature of academic decision taking and will have the ability to give leadership in academic matters to their colleagues. It follows that the academic environment must be such that administration is made

attractive to members of the teaching staff. If the sentiment in the University is that administrators are "second class citizens" then inevitably only second class people will be prepared in the long run to accept administrative responsibilities. The dichotomy between "we, the faculty" and "they, the administrators" must end if this University is to be well and harmoniously governed. Not all academics have either the interest in or capacity for administrative responsibility but all academics must realize that academic administration is a legitimate and proper activity for academics. The academic climate and the promotional and salary policies of this institution must be such that those who are willing and able to assume administrative responsibility are not penalized for doing so. The Commission therefore recommends as follows:

RECOMMENDATION AG 1

That the promotional and salary policies of this University be such that those who accept administrative responsibilities should not be penalized for doing so.

(d) It is important to recognize that the consultative process finds its expression in two ways: in formal meetings where free and relatively unstructured discussion takes place, and informally over coffee. This informal consultation among colleagues in the same or related departments is essential and the accommodation provided for departments must be of a nature that facilitates this. If students are to be involved in the consultative process at the Departmental level, it is desirable for the University to provide each Department with facilities where the faculty

and students can mingle informally. Only in this way will the students become able to step out of the "student" role and participate equally with faculty in discussions of matters which concern them. It is perhaps important to note that the laboratory often provides an environment where senior and graduate students work with members of faculty in a setting which permits a free exchange of ideas.

(e) We have pointed out that the process of decision taking within a Faculty is essentially consultative and that this process requires a relatively homogeneous group. It follows that Faculties should if possible be structured in such a way that the departments within each Faculty have a common academic philosophy and comparable academic goals.

(f) At present, members of Senate come from the teaching staff of the University, the Deans, the Convocation, the students and the general public. Their backgrounds are so varied that at Senate meetings the consultative process does not seem to be appropriate except in those areas which concern the relationships between the University and the community, or where the basic issue is one of broad policy rather than detail.

IV. Comments on the Current Situation at this University

During the last four or five years, it has become apparent that there have developed sharp divisions of opinion within the University of Victoria over how academic decisions are made and by which individuals or groups. To add to our problems, we have had an extraordinarily high turnover rate in academic administrators. In the last five years, this University has seen four individuals hold the office of President or Acting President,

five appointments to the office of Dean or Acting Dean of Arts and Science, two to the office of Dean of Fine Arts, four to the office of Dean or Acting Dean of Education, three to the office of Dean or Acting Dean of Graduate Studies and three to the office of Dean of Administration! Only two heads or chairmen of departments have held office for more than five years and many departments have had several heads or acting-heads in this period. At the present time, the President, the Vice-President, the four Deans of Faculties and the Dean of Administration have all been in office less than a year. This five year period has also been one of significant student dissatisfaction with universities.

Within the last two years, two Presidents and the Board of Governors have been censured by C.A.U.T. The University found it necessary to appoint a special commission to study and report upon its decisions to refuse tenure or reappointment to three members of the teaching staff.

During this same five year period, it has become apparent that there are very substantial differences in opinion among and between teaching staff and students as to the purpose of a university education and the goals of the University of Victoria, and wide variations have become apparent in academic standards among the various Faculties and Departments.

It is clear that many faculty members have ceased to participate actively in Faculty and Faculty Association meetings. There is now great reluctance on the part of many members of faculty to serve on committees of the Faculties or Senate or to stand for election to various bodies within the University. Coupled with this is a distrust of academic administrators and, in our opinion, a potentially disruptive predisposition

to use public media for exhaustive discussions of many internal University problems. In some cases, the ongoing business of the University may have been frustrated by an overly rigid application of Rules of Procedure in the conduct of meetings.

All of the above has caused many members of faculty to withdraw into the narrow confines of their Departments and to devote themselves exclusively to teaching, research and scholarship. As a result, we have seen a major breakdown in the consultative process at the Faculty- and University-wide levels, and a partial breakdown of this process within some Departments.

In the chapters that follow the Commission has attempted to set out the powers, duties and responsibilities of all academic administrators and Senate, Board and Faculties as we believe they should be interpreted in the immediate future. In addition, we have in some cases made recommendations concerning procedures to be used in taking decisions. It is the considered opinion of the Commission that the governance of this University will improve if, and only if, a climate of trust and mutual confidence can again become established and if all members of faculty once again assume their full role of participation in the consultative process which we feel is the keystone of successful University government.

3. THE DEPARTMENT CHAIRMAN

I. The Title of the Chief Executive Officer of an Academic Department

At this University, the chief executive officer of a Department has been known as either the "Head" or the "Chairman". Early in its deliberations, the Commission became aware that many faculty members felt that there was a difference in the roles played by a Chairman and by a Head. For example, some Departments consider that their Chairman is required not only to consult them on all policy matters but to implement without exception the decisions reached by the Department. In other cases, we were told that while some departmental colleagues felt that the Chairman should in fact do the bidding of the Department, the Chairman himself felt that he was under no such obligation. There also appear to be some Heads who feel that they are bound by the decisions of their departments and other Heads who feel otherwise. We feel strongly that this ambiguity regarding the role of the chief executive officer of a Department must be resolved since it leads inevitably to misunderstandings, and allows for the possibility that the chief executive officer can avoid responsibility by throwing the onus of making difficult decisions on his department. Since the title "Head" in North America carries with it connotations of paternalistic direction, autocratic decision making, and of a dedication to administration perhaps at the expense of research or even teaching, the Commission recommends that the title CHAIRMAN be used consistently at this University. Any choice of title for the chief executive officer of a Department could be misunderstood. His role is clearly defined by his duties and responsibilities, which are discussed in some detail in the

next section.

RECOMMENDATION C 1

That the chief executive officer of every academic Department be known as the Chairman of the Department.

II. Duties and Responsibilities of the Chairman of an Academic Department

The office of Department Chairman is, in many ways, the most important of all administrative positions in the University. In a sense the Chairman during his tenure of office is both the servant and the master of his departmental faculty colleagues. He must provide within the Department an atmosphere in which effective teaching, scholarship and research can flourish; at the same time he must administer the general policies of the University and be responsible to the Dean for the operation of the Department.

He must be the spokesman for his Dean and President to his Departmental colleagues and the spokesman for his colleagues to the Dean and within the Faculty, the University and the community. He must keep his colleagues as closely and fully informed as he can of all University decisions and policies which concern them and of the reasons for these decisions and policies. In order that he may do this, he himself must be kept informed about all these matters by his Dean, who is therefore equally charged with responsibility to transmit such information to the Chairmen in his Faculty along with specific instructions as to items

which are not to be further communicated and the precise reasons for confidentiality.

The Commission considers that maximum use must be made of the consultative process at the Department level since it is here that the group is most homogeneous and is of reasonable size. We recommend a procedure whereby full and relatively unstructured discussion by the Department as a whole of the issue in question will normally take place before a decision is taken or a recommendation formulated. This procedure should be followed in considering all academic matters of interest to the Department as a whole whether the issues under discussion are raised by the Dean, the Chairman or by members of the Department.

It is clear that full use of this consultative process is time consuming. In spite of this the Commission believes that only by using the consultative process at this level is it possible to give the average member of faculty an opportunity to participate in the making of Departmental, Faculty and University policy in its crucial formative stage.

In the light of the Chairman's responsibility to his Dean for the present state and future prospects of his Department, the Commission has deliberated on just what his role in the decision taking process ought to be, and has examined the practices in this connection at a number of Canadian universities. We have concluded that the most effective means of ensuring that Departmental decisions and recommendations are in the best interests of the entire University, of students and faculty alike, is to adopt at this University the substance of practice long established at major Canadian institutions. In short, it is the considered view of

the Commission that the final responsibility for all decisions and recommendations concerning the Department must be the Chairman's. He must therefore only make decisions and forward recommendations which he supports, although he is obligated to inform both the Dean and his colleagues when his (the Chairman's) recommendation differs substantially from that suggested by his colleagues. It is understood that in reaching decisions or recommendations, the Chairman must use consultative procedures whenever they are appropriate. We summarize these conclusions in the following recommendation:

RECOMMENDATION C 2

That final responsibility for all departmental decisions and recommendations lies with the Chairman of the Department.

In all cases of recommendations for reappointment, promotion and tenure, the Department as a whole shall have the right to decide who the Chairman must consult formally before his recommendations are forwarded to the Dean.

In most Departments the responsibilities of a Chairman are heavy and exacting. It is therefore important that the duties and responsibilities of a Chairman be clearly stated and understood. To this end, the Commission recommends the following:

RECOMMENDATION C 3

That the Duties and Responsibilities of a Departmental Chairman shall include:

1. Academic direction of a Department, which includes
   (a) recommendations concerning appointment, re-appointment, promotion and tenure, study and other forms of leave and salary increases;

(b) assignment and re-assignment of academic duties within the Department under the general policy guidelines established by the University;

(c) leadership in planning the development of the Department, encouraging and facilitating research and scholarship by colleagues, curriculum development and innovation in teaching and learning;

(d) resolution of grievances and disciplinary problems involving his colleagues;

(e) arranging through regularly scheduled Department meetings for full and free discussion of those academic matters of concern to Departmental colleagues as such;

(f) general oversight of the teaching and grading standards within the Department. (This is necessary to protect the students and academic standards of the University.)

2. Conduct of relations with students, which includes counselling, refereeing applicants for graduate work, assisting with job placement, reviewing performance, and general oversight of staff-student relations within the Department.

3. Administrative and Budgetary duties which include

(a) the allocation of physical resources assigned to the Department (laboratory and office space, etc.);

(b) preparation of the Department budget estimates;

(c) administration of the approved budget;

(d) office management (non-academic staff); together with submissions on all these matters (3a,b,c) to the Dean and other appropriate University officers.

4. Representational functions within the University, for example, relations with other Chairmen (including service on committees of Department Chairmen) and with the Dean and Faculty of Graduate Studies.

5. Conduct of business with outside organizations, such as other Universities, granting agencies and the like.

It is understood that many of the above duties may be delegated by the Chairman, in whole or in part, to individuals or committees within the Department. However, final responsibility for any decisions taken or recommendations sent forward rests with the Department Chairman, and it is he who must provide the necessary leadership, guidance and initiative.

In order that he may give academic leadership to his colleagues, it is essential that the Chairman have a clear understanding of the nature of the University and its academic objectives, of the goals of the Faculty within the University and of the role played by his Department in furthering these goals.

Endless difficulties and conflicts are inevitable if the members of each Department do not understand clearly the Departmental goals and what the Chairman is attempting to accomplish within the Department. For example, it may well be that the goals of a professional faculty such as Education differ greatly from those of the Faculty of Arts and Science. Even within a faculty, one Department may be concerned principally with undergraduate instruction while another may be heavily involved in graduate studies and research. Some Departments may be predominantly engaged in a service role teaching first and second year students while others may concentrate largely on upper classmen. Policies dealing with salaries, criteria for promotion and teaching loads as applied to each Department must reflect the role of that Department in the total Faculty and University context.

RECOMMENDATION C 4

That periodically, a clear statement of the academic goals of the University, the Faculty and the Department be formulated and made known to all concerned and that these goals form the foundation for future development of the Department and the basis for its academic direction.

The recommendations that follow concerning the method of appointment of a Chairman will emphasize the academic goals of the Department, since they include a mechanism through which a review of each Department's present performance and future plans will be made at regular intervals.

III. Term of Office of the Department Chairman

Until recently, it was normal practice in most Canadian Universities to appoint Heads or Chairmen of Departments for an indefinite term "at the pleasure of the Board of Governors". After the publication of the Duff-Berdahl report and, at this University, the report of the Articulation Committee, it became the policy here for Chairmen to be appointed for a term (usually three years). The arguments against an indefinite term of appointment for Department Chairmen are familiar, and centre around the inadvisability of any one person holding such a position for an indefinite period with the consequent possibilities of paternalism, rigidity and possible over-emphasis of one part of the Department's role. A further disadvantage is that this type of appointment prevents the University from terminating "gracefully" an unfortunate appointment. One further change has occurred in Universities in the last decade. There has been a down-

grading of the role of the academic administrator coupled with an increasing emphasis for purposes of promotion on active research and scholarly activities. The consequence has been that few academics are now prepared to accept a lifetime role as an Administrator -- Department Chairman, Dean and even President. In fact, with many of our colleagues, administration has become a dirty word and all administrators are suspect.

The Commission feels strongly that while term appointments are desirable for most academic administrators the policy of three-year terms adopted at this University is unsound. The administrative load of Department Chairmen and Deans has become heavy and complex in many cases and a three-year term is too short for efficient operation. In the Faculty of Arts and Science as it now exists with some nineteen departments, the Dean and the President would be faced on average with the problem of appointing or re-appointing six Chairmen each and every year. In our University where the average age of faculty is approximately thirty-eight, and with the preponderance of faculty therefore young and in the process of establishing their academic careers, it is very difficult to find suitable internal candidates for senior administrative positions and hence too frequent turnover would create problems. Finally, we envisage that the appointment or re-appointment procedures for the Chairman provide for an assessment of the Department and we believe that if this assessment is to be meaningful it cannot be done every three years. At the same time, it should probably be done at intervals that are no longer than seven years. On balance, therefore, the Commission recommends as follows:

RECOMMENDATION C 5

That Chairmen of Departments be appointed for a specified term which normally will be five years and that during this term, their appointment shall be at the pleasure of the Board of Governors. A Chairman shall be eligible for reappointment, but only after full selection procedures as indicated below have been followed.

The Commission recognizes that the office of Chairman of a Department involves time-consuming and onerous duties which may well interfere with the incumbent's research and scholarly activity, and feels this fact must be recognized by the University. We have indicated earlier that in our opinion academic administrators must be drawn from the ranks of experienced academics and therefore suggest that in most cases the Chairman should already have senior academic rank.

IV. Procedures for the Selection of Department Chairmen

The Commission is of the opinion that the appointment procedures for Chairmen of Departments should involve in an integral way an appraisal of the present performance and future plans of each Department. This periodic appraisal will provide an opportunity for the University to assure itself that the particular Department under study is fulfilling its role in the University. In particular, the University must be certain that students electing a major or honours in that Department are in fact obtaining a degree which compares favourably with that given at other Canadian universities in the same discipline.

We are also of the opinion that the choice of the Chairman must involve not only departmental but also Faculty and University-wide considerations. While we reject the concept that the Chairman is chosen by the Department, we consider that the Department should play a major role in his selection and that members of the Department should individually and collectively have every opportunity to express their views both as to the type of person they would like to have as Chairman and as to the suitability of individual candidates. (c.f. recommendation C 7 below).

The procedures we recommend for advising the President on the appointment of a Chairman of a Department involve four steps:

(i) The appointment by the President of an Advisory Committee well in advance of the end of the present Chairman's term of office. (For details see Recommendation C 6).

(ii) A study by this Advisory Committee of the present state and future prospects of the Department, and a report of their findings to the President.

(iii) A decision, taken in consultation with the President as to whether an internal or external appointment should be made.

(iv) The preparation of a short list of candidates for submission to the President.

These procedures are embodied in the following recommendations:

RECOMMENDATION C 6

(a) That at least twelve months before the end of a Chairman's term of office, the President shall announce in the University Gazette the end of the term of the incumbent Chairman and the appointment of an Advisory Committee to study the present state and future prospects of the Department and to advise him upon the appointment of a Chairman.

(b) That the Chairman of the Advisory Committee normally be the Dean of the Faculty and that the membership be as follows:
   (i) two faculty members from the Department concerned;
   (ii) two faculty members from the same faculty but from other departments, preferably those closely related to the department concerned.
   (iii) one member representing the Faculty of Graduate Studies chosen from a Faculty other than the one in which the appointment is to be made.

(c) That the Dean of the Faculty shall write to each member of the Department concerned asking for the submission of names for membership on the Committee. Should the department corporately agree upon some or all of these nominations, this information should also be transmitted to the Dean. The appointments to the Advisory Committee shall be made by the President in consultation with the Dean of the Faculty and the Dean of Graduate Studies after a review of these lists. If in unusual circumstances the President considers it inappropriate or impossible to appoint members of the Department to the Committee, the number of members appointed under (ii) or (iii) above may be increased to a maximum of five, some of whom may be from outside the University.

The Commission considers that the Advisory Committee has two main tasks, namely, to look critically at the present state and future prospects of the Department and to advise the President on the appointment of the Chairman of the Department. To these ends the Commission recommends as follows:

RECOMMENDATION C 7

That the Advisory Committee proceed as follows:

(a) The Chairman of the Advisory Committee shall write to all members of the teaching staff of the Department and to the Chairmen of related Departments inviting them to submit, in writing, their views on the present state and future prospects of the Department and on the desirability of seeking outside the Department for a new Chairman. A similar general invitation should also be extended to students, both undergraduate and graduate, within the Department. The Chairman of the Committee shall ask respondents to indicate whether they wish to have their letters shown, in confidence, to the members of the Advisory Committee and shall arrange one or more meetings of the Advisory Committee with the teaching staff of the Department.

(b) The Advisory Committee shall normally seek the advice of suitably qualified extramural consultants to assist it in reaching its conclusions concerning the present state and future prospects of the Department. The Advisory Committee shall report its findings to the President.

(c) In consultation with the President, the Committee shall determine whether or not an internal or external candidate should be sought and inform the Department of this decision.

(d) The Advisory Committee shall then canvass the Department for names of suitable candidates and, for external candidates, advertise the position, select a short list and arrange for visits in such a manner that members of the Department have adequate opportunity to meet the visitors. This procedure in no way precludes the Department from corporately agreeing upon nominees and submitting their names to the Committee.

(e) After reviewing the field of possible candidates, the Committee shall make its recommendations to the President.

4. DEANS AND THEIR FACULTIES

I. The Structure of a Faculty

In attempting to analyze and set out the powers and duties of the Dean of a Faculty, the Commission became aware that the Dean of a Faculty which has a departmental structure has quite different duties from the Dean of a Faculty where no such structure exists. At this University at the moment, the Faculties of Arts and Science and Fine Arts have departments. The Faculty of Education has not. This situation could well be a continuing one; Faculties offering professional programmes frequently are not organized on a departmental basis. It is true that the Faculty of Graduate Studies has a departmental structure but this is completely different from that which exists in the Faculty of Arts and Science since the budgetary provisions for graduate instruction are not controlled by the Dean of Graduate Studies. Because Graduate Studies and its Dean play a somewhat different role in the decision taking process, the following discussion will apply for the most part only to the other Faculties and their Deans.

In our analysis of the powers and responsibilities of Department Chairmen, it is clear that in the areas of appointment, reappointment, promotion, tenure, the Departmental budget and the introduction of curriculum revisions, the role of the Department Chairman is to bring forward recommendations either to the Dean or to the Faculty. Final decisions on these recommendations are made by one or more of the Board, the Senate and the President. The Commission considers that one of the principal duties of the Dean of a Faculty is to screen recommendations

from Chairmen of Departments in those areas where the ultimate responsibility for decisions lies with the President and/or the Board. Similarly, the Commission considers that a principal role of a Faculty (and of the Dean in his capacity as Chairman of the Faculty) is to screen recommendations from Chairmen of Departments in those areas where the approval of Senate is involved. The Commission feels that this supervisory role of the Dean and the Faculty, which provides an opportunity for dispassionate scrutiny in a broader context of the Department Chairman's initial recommendations, is an essential safeguard to the students, the teaching staff and the University.

In the Faculty of Graduate Studies, the Dean has no responsibilities in the area of Departmental budgets or in the areas of appointment, reappointment, promotion and tenure of faculty members, but as far as graduate course offerings and programmes are concerned, the Graduate Faculty and its Dean play the same supervisory and judicial role in dealing with Departmental recommendations as does any Faculty with a departmental structure.

In the Faculty of Education at present, the situation is quite different. This Faculty has no formal departmental structure although for some purposes the faculty is grouped into Divisions which are "discipline oriented" and have chairmen. For other purposes, a different grouping of the faculty has proved to be more convenient. The Commission recognizes that there are strong arguments against the introduction of a formal Departmental structure within professional Faculties such as Education and Law, where a principal objective of the Faculty is the training of

professionals whose undergraduate education within that Faculty consists of a common core of courses with quite limited possibilities for specialization. On the other hand, because of this lack of departmental structure, the Faculty and its Dean play a role which combines the roles played by a Department and its Chairman and a Faculty (departmentalized) and its Dean. In particular, the supervisory and judicial step between the originator of a recommendation and the President, Board or Senate which makes the final decision, is missing. Expressed somewhat differently, the Dean of Education sometimes functions as if he were a Department Chairman, and at other times as a Dean. When the Dean of Education is functioning as if he were a Department Chairman, then at the present time the President must assume the supervisory and judicial duties that are normally carried by a Dean. With only one such Faculty within the University, this addition to the responsibilities of the President may be feasible; with more than one, real difficulties may well arise. However, as it is probable that the University, as it develops, will move into other areas such as Law whose role in professional training is similar to that of the present Faculty of Education, the Commission recommends:

RECOMMENDATION D 1

That when the University develops to the point that it is offering training in more than one professional area, the University consider reorganizing its administrative structure to ensure that there will be a person, other than the President, who occupies the supervisory and judicial position over the chief executive officers of Faculties and Schools which have no departmental structure.

II. Duties and Responsibilities of the Dean of a Faculty

As we have pointed out in the preceding section, there are considerable differences in the duties and responsibilities of the Deans of the various Faculties. The discussion which follows lists normal duties and responsibilities of the Dean of a Faculty with a departmental structure. Modifications must be made in these duties and responsibilities when applied to the Deans of Education and Graduate Studies.

Section I of this Chapter outlines in broad terms some of the duties and responsibilities of the Dean of a Faculty. Others are mentioned implicitly in the Chapter dealing with Chairmen of Departments. To ensure that all of the Dean's duties and responsibilities are clearly understood, they are listed again, together with some additional ones, in the following recommendation:

RECOMMENDATION D 2

That the Duties and Responsibilities of a Dean of a Faculty include:

1. The chairmanship of his Faculty (section 26 of the Act).
2. Service ex officio as a member of Senate and of the Faculty Council (section 23, 25 of the Act).
3. Academic direction of the Faculty, which includes
   (a) determination of the numbers of established positions for faculty and staff in each Department;
   (b) the screening of Departmental recommendations concerning appointment, reappointment, promotion and tenure, study and other forms of leave, and salary increases;
   (c) general oversight of Departmental teaching loads under the general policy guidelines established by the University;

(d) leadership in planning the development of Departments and inter-disciplinary programmes within the Faculty, curriculum development and innovation in teaching and learning;
(e) assistance in the resolution of grievances and disciplinary problems involving members of his Faculty;
(f) advice and counsel to Chairmen of Departments in connection with problems arising in or between Departments of the Faculty;
(g) arranging through regularly scheduled meetings of Chairmen of Departments and of his Faculty for full and free discussion of matters of Departmental, Faculty and University concern in the formative stages of policy making and decision taking and in this way serving as a channel of upward and downward communication (c.f. recommendations regarding role of Department Chairman);
(h) general oversight of the teaching and grading standards within the Faculty.

4. Academic advising of students and approval of student programmes.
5. Administrative and budgetary duties which include
(a) appraisal of space needs of Departments in relation to their academic programmes and the allocation of physical resources assigned to the Faculty;
(b) preparation of the Faculty budget estimates including determination of academic and budgetary priorities within the Faculty with special attention to the possibilities of interdepartmental cooperation and the development of areas of specialization;
(c) administration of the approved budget of the Faculty and in particular deciding the budget allocation of each Department within the Faculty;
together with submissions on all these matters (5a,b,c) to the President and other appropriate University officers.
6. To represent and speak for the Faculty in various councils of the University, and, where appropriate to advise the President on matters affecting the Faculty and the University generally.
7. To establish and maintain contacts with Deans and University officials outside the institution in order to further the interests of higher education.

It is understood that many of the above duties may be delegated by the Dean, in whole or in part, to individuals or committees within the Faculty. However, final responsibility for their performance rests with the Dean, and it is he who must provide the necessary leadership, guidance and initiative.

If the duties and responsibilities of the Dean of a Faculty as listed above in Recommendation D 2 are compared with those of a Departmental Chairman (see Recommendation C 3), it will be noted that each officer has many parallel duties, those of the Dean being carried out in a wider context. It should be clearly understood that in carrying out many of these duties, the Dean acts in the supervisory and judicial role mentioned earlier. The need for a clear statement of the role of the Faculty and of the Departments within it has been mentioned in the last chapter. To stress its importance we make:

RECOMMENDATION D 3

That the statement of the academic goals of the University, the Faculty and the Departments, (c.f. Recommendation C 4) form the foundation for future development of the Faculty and the basis for its academic management.

The Dean of a large Faculty may find it essential to delegate some of his duties and responsibilities to Associate or Assistant Deans. The Commission has discussed at some length the question of whether or not there is a difference between the roles of an Assistant Dean and an Associate Dean, and concluded that there appeared to be no clear

difference in function in this University at the present time. Assistant and Associate Deans both "speak with the voice of the Dean" and their decisions are as binding as though they were made by the Dean himself within the areas of responsibility assigned to them. When an Associate or Assistant Dean is assigned some of the duties and responsibilities of the Dean, the Dean must make clear to all concerned the precise area of responsibility which has been delegated. The final responsibility must be carried by the Dean for the actions and decisions of his Assistant and Associate Deans.

In considering the recommendations of Chairmen of Departments which form the basis for the Dean's own recommendations to the President, the Dean will not of course act arbitrarily and autocratically. If he feels it necessary to reject or to modify the recommendation of a Department Chairman, he should discuss the situation with the Chairman concerned and if possible reach a meeting of minds. The Dean should explain to his Chairmen the reasons for his budgetary decisions and should provide an opportunity for the Chairmen to express their views. However, the ultimate responsibility in these, as in other matters, rests with the Dean.

In considering recommendations regarding appointment, reappointment, promotion and tenure which come forward to him from the Chairman of Departments, the Dean must formally seek the advice of advisory committees whose composition and method of selection shall be determined by the Faculty as a whole. These committees advise the Dean concerning these matters, but the responsibility for the recommendations made by him to the President rests with the Dean alone.

While the terms of reference of the Commission do not include a revision of the Tenure Document, we discussed at some length the structure of committees responsible for advising Deans on questions of appointment, reappointment, promotion and tenure. For a number of reasons, including the possibility of conflict of interest, the Commission feels that

(a) only tenured members of faculty should advise the Dean on granting of tenure;

(b) only Associate Professors and Professors should advise the Dean on appointments and promotions to the rank of Associate Professor;

(c) only Professors should advise the Dean on appointments and promotions to the rank of Professor.

The Commission recommends to the Faculties that they reconsider the structure of their Committees advising the Dean on these matters in the light of the above observations, and in particular suggests that Faculties consider the appointment or election of a reasonably sized panel of tenured members of faculty, representative of all ranks and areas within the Faculty, from which suitable Committees could be constituted.

III. The Term of Office of a Dean

For the same reasons as were indicated earlier in our discussion of the term of a Department Chairman, the Commission recommends as follows:

RECOMMENDATION D 4

That Deans of Faculties normally be appointed for a term of five years and that during this term their appointments shall be at the pleasure of the Board of Governors. A Dean shall be eligible for reappointment but only after full selection procedures as indicated below have been followed.

IV. Appointment Procedures for Deans

The Commission recommends that, as in the appointment of Department Chairmen, appointment procedures for Deans involve in an integral way an assessment of the present state and desirable future direction of the Faculty.

RECOMMENDATION D 5

That at least eighteen months before the end of the term of office of the Dean of a Faculty, the President shall announce in the University Gazette the end of the term of the incumbent Dean and call upon the University faculty for submission of opinion on the present administration and future developments of the Faculty. In his announcement, the President will normally name the Chairman of the Committee which is to advise him on the selection of the Dean. The President shall invite submissions of opinion on the present administration and future development of the Faculty and shall require such submissions from each Departmental Chairman within the Faculty and from other members of the University at his discretion. When these views are expressed in writing, the President shall ask whether respondents wish to have their letters shown in confidence to the Advisory Committee.

RECOMMENDATION D 6

That the Committee to advise the President on the selection of a Dean of a Faculty shall be appointed by the President who shall designate the Chairman. The number of its members shall be at the President's discretion, but in appointing the Committee the President shall consider

(a) the desirability of having representation from those of various ages, ranks and disciplines;
(b) the normal desirability of having a majority of the Committee drawn from the Faculty concerned;
(c) the normal desirability of having representation from a closely-related Faculty and from the Faculty of Graduate Studies;
(d) the normal desirability of including at least two members elected by the Faculty concerned in order to further facilitate the admission of faculty opinions and viewpoints to the Committee's deliberations in this important and sensitive area of University business.

Advisers from outside the University may be appointed either as members of the Committee or as consultants to the Committee.

RECOMMENDATION D 7

That, taking into consideration the views expressed in the submission to the President regarding the present administration and future development of the Faculty, the Advisory Committee shall

(a) arrive at its own conclusions concerning the desirable future development of the Faculty;
(b) review the field of potential candidates having regard to the type of person most likely to meet the requirements suggested by these conclusions;
(c) meet the candidates as required; and
(d) make appropriate recommendations to the President.

Since the Dean will always have an academic appointment, which will normally be that of Professor, the Committee must give due consideration to the candidate's academic qualifications and experience.

It will be noted that the Commission is of the view that the appointment of a Dean of a Faculty is a matter of concern to the University as a whole. The Commission also feels that the President must play a major role in the selection of a Dean since all Deans of necessity work closely with the President and are his principal advisers on academic matters. The Commission also feels that normally, because of possible conflicts of interest, the Dean should not at the same time be Chairman of a Department.

V. Terms of Office and Appointment Procedures for Assistant and Associate Deans

We observed earlier that a Dean may find it necessary to delegate a part of his responsibilities to Assistant and/or Associate Deans. Such appointments may in addition be desirable for quite different reasons. We have pointed out earlier that all academic administrators must themselves be academics and have stressed the need for making administration a viable role for those academics with an interest in and capacity for it. Only by engaging in administration can an academic determine whether or not he should move into this area, and only by observing how an academic handles himself in an administrative role can the University assess his potential abilities in this area. Appointments to these posts, therefore, should normally be on a part-time basis and should be for a fairly short

term with the option of renewal. Furthermore, the appointment should normally be made from within the Faculty. Appointment procedures, therefore should be relatively simple. We therefore recommend as follows:

RECOMMENDATION D 8

(a) That Assistant and Associate Deans should normally be appointed on a part-time basis for a one-year term, with the option of renewal.

(b) That the Dean be responsible for recommending the appointment or reappointment of Assistant and Associate Deans after consultation with senior colleagues and the President. (In Faculties with a departmental structure, the Dean would normally consult with the Committee of Chairmen of Departments.)

VI. The Role of the Faculty

The Universities Act (section 63(c), (e) and (f)) identifies the primary areas of responsibility of a Faculty, namely: to consider the courses of study offered in the Faculty, to determine which of them are appropriate and to recommend to Senate in this connection; to control the examination procedures within the Faculty and to determine the results of these examinations, in this case subject to an appeal to the Senate, and to decide upon applications and memorials by students and others. Finally (section 54(1)) the Faculties have the right to be heard by Senate upon all matters which affect their Faculties.

There is an additional most important function of a Faculty meeting assembled: such meetings should provide an opportunity for the use of the consultative process by permitting reasonably unstructured discussion of

all appropriate matters which are of concern to the Faculty, and thus should be a source of two-way communication between the Dean and his faculty colleagues. The Commission is emphatic that the Dean should use the meetings of his Faculty as one method of assessing faculty opinion on academic matters, and should as early as possible in the decision-taking process within the University make full use of the consultative process to inform his colleagues of a variety of academic plans and procedures and to solicit their opinions concerning them while these are in the formative stage.

In order that Faculty meetings may function in the manner indicated, the Commission recommends as follows:

RECOMMENDATION D 9

That the rules and regulations governing the proceedings of Faculty meetings be sufficiently flexible to permit

(a) the Dean to function as a leader of discussion and debate and not solely as a neutral arbiter;

(b) the Dean to use the meetings of his Faculty as one method of assessing faculty opinion on academic matters early in the decision taking process while policy is still in the formative stages.

The Commission is concerned about a withdrawal of members of faculty during the last few years from participation in Faculty meetings. Attendance at meetings in the Faculty of Arts and Science in particular has been very low indeed and we suggest the following as possible ways in which to remedy this situation:

RECOMMENDATION D 10

That meetings of the Faculties be held at times during the teaching week which will encourage increased attendance; that if necessary the academic timetable be restructured to permit Faculty meetings at more attractive times.

RECOMMENDATION D 11

That the quorum at Faculty meetings be increased.

As we have observed earlier a principal duty of a Faculty is the consideration of new and revised courses of study within the Faculty. Present practice is that such curriculum revisions, which originate with departments, are considered by a Curriculum Committee. This Committee considers these curriculum matters for the most part only from the academic point of view. The Commission is of the opinion that it is at this stage that a careful scrutiny of the financial implications of proposed curriculum changes be made. Such a scrutiny can only be carried out within the framework of Departmental and Faculty budget estimates, and we therefore recommend:

RECOMMENDATION D 12

That new courses and curriculum changes which involve budgetary considerations normally be considered by the Faculties at least eighteen months before the beginning of the session in which it is proposed that these courses or curriculum changes become effective; and that recommendations to Senate from the Faculties regarding such new courses and changes be

accompanied by an analysis of the financial implications from the Dean of the Faculty in order that Senate may come to a reasonable decision regarding priorities (it is the view of the Commission that while the Senate does not make decisions regarding the financing of new courses and programmes there is every reason for Senate to be aware of and take into account the financial implications of its recommendations.)

RECOMMENDATION D 13

That the Curriculum Committees of Faculties, as part of their terms of reference, consider not only new courses and programmes but also review at frequent intervals overall degree and programme requirements.

5. THE SENATE

The Act makes it quite clear that the powers of Senate as a decision taking body, while significant, are not unconstrained; most of its acts require the approval of the Board of Governors or are subject to veto by the Board under section 55. In spite of this the Commission feels that the role of Senate in the governance of the University is a crucial one. The University is dedicated to the advancement, preservation and transmission of knowledge, and a principal function of Senate should be to ensure that this dedication is maintained, and protected both from partisan empire building by Departments and Faculties on the one hand and from an overemphasis on material or "efficiency" considerations on the other. Only when Senate responsibly carries out its powers and duties and works harmoniously with the President can the system of governance set up under the Act work smoothly and efficiently. The President must have the support and cooperation of Senate if he is to carry out successfully his dual role of Chief Executive Officer and academic leader, while proposals of Senate which require approval by the Board of Governors will only be implemented if they have the full support of the President.

I. The Composition of the Senate

Section 23 of the Universities Act lays down the general composition of the Senates of each of the public universities in the Province. At the University of Victoria at the moment the Senate consists of 38 people as follows: The Chancellor; the President; the Deans of the Faculties of Arts and Science, Education, Fine Arts and Graduate Studies; Dean of

Administration; the Librarian; one member of each Faculty elected by the members of that Faculty; four members appointed by the Lieutenant-Governor in Council; six members elected by Convocation from the members thereof who are not members of the Faculties; two under-graduates elected by the members of the Alma Mater Society; one graduate student elected by the Graduate Students' Society; and thirteen members elected by the Faculties jointly.

In summary then, of the thirty-eight members of the Senate, twenty-four are either officers of the University or members elected by faculty, four are appointed by the Provincial Cabinet, six are elected by Convocation and three are students. The size of Senate will depend upon four things, namely

(1) the number of Faculties;

(2) the number of Deans other than Deans of Faculties which Senate chooses to add to its membership;

(3) the number of members elected from Convocation, which may vary from 6 to 15 as determined by the Senate itself;

(4) the number of persons elected by "societies, groups or organizations" under section 23(i) of the Act.

For every person added to Senate under (3) or (4) above, the Act provides that an additional person must be elected by the Faculties jointly. Student representation on Senate arises under section 23(i), Senate having stated that in its opinion the Alma Mater Society and Graduate Student Society are societies "which contribute in a significant way to the economic and cultural welfare of the Province." Section 23(j) ensures

that no matter how many members of Senate are elected by Convocation and no matter how many members are added to Senate under section 23(i), the elected members of Senate from the faculty will always exceed the "non-faculty" members.

Elsewhere, the Commission has recommended the appointment of a Dean of Inter-faculty Affairs, one of whose principal responsibilities is academic planning and development. If this recommendation is implemented, the Commission would expect that he would be given a seat on Senate. If in the future other Deans are appointed who are not entitled to membership under section 23(c), the Commission feels that they should be seated on Senate under section 23(d).

Representations have been made to the Commission to the effect that Senate should use section 23(i) to permit the election to Senate of representatives of the Administrative-Professional, Specialist-Instructional and Unionized staffs of the University. The Commission appreciates the interest and concern in the University which motivates these proposals, but takes the view that representation from these groups would not directly assist Senate in its primary function which is to deal with <u>academic</u> matters.

The Commission also considered suggestions that Senate should increase the number of members elected by Convocation. We recognize the desirability of strengthening the representation on Senate from this group, but are conscious of the fact that every addition to Senate from Convocation requires the addition of another member elected by the Faculties jointly. We believe that if Senate is to function effectively as a decision-taking

body, it must not become too large. On balance, therefore, we recommend to Senate as follows:

RECOMMENDATION S 1

(a) That Senate not increase its membership under section 23(i).
(b) That Senate increase the number of its members elected from Convocation by two.
(c) That Senate request the Lieutenant-Governor in Council to make his appointments to Senate in such a way as to ensure that the representation of the outside community on Senate be as broad as possible.

The Commission feels it most important to point out that under section 16 of the Act, Senate elects three of its members to the Board of Governors and section 20(d) states that "other than the President, any appointee of the Board who receives remuneration from the University" is not eligible to a member of the Board. Therefore, if persons elected to Senate under section 23(h) and (i) are appointees of the Board who receive remuneration from the University, then they are not eligible for election to the Board from Senate. In consequence, Senate's choice of possible candidates for election to the Board can be severely reduced and might even be restricted to those four members appointed by the Lieutenant-Governor in Council.

II. The Mode of Operation of the Senate

The Commission believes that it is in the area of Senate's operation that the greatest need for the possibility for improvement lie. It has heard frequent expressions of concern that Senate makes too few lasting decisions, that it too often seems incapable of coming to any decision at all, that it commissions reports from Committees only to spend interminable hours going over the background for such recommendations rather than focusing on the recommendations themselves. On the other hand, there are allegations that Senate acts as a rubber stamp for the Faculties in the sense that it may authorize matters with perfunctory if any scrutiny, while insisting on referring matters which perhaps belong properly to Senate back to the Faculties. There is criticism too that Senate seems to have produced little if anything of substance over the years, that it initiates remarkably little in the way of innovative programmes or new directions for the University, although as the institution's supreme academic body it must have the right, indeed the responsibility, to design the academic future. The lay members of Senate have been criticized for not being consistently effective or even consistently interested in the proceedings of Senate. On the other hand strong representations have been made to this Commission that the lay members of Senate feel like "second-class citizens" in that since they are not members of faculty therefore do not belong to the "Club". They are frustrated by the domination of debate and discussion by the academic members of Senate. There is a considerable body of opinion to the effect that Senate must become less a debating ground for members of the faculty

and more attuned to other voices both inside the University and without. The Commission is persuaded that the best interests of the University will be most effectively served if Senate so conducts its business that wider interest and involvement in the academic programmes, policies and priorities of the institution is encouraged in all the interested groups represented on Senate: the Alumni and citizen taxpayers, the students and the academic staff. The Commission is emphatic, therefore, that no person should consent to stand for election or accept appointment to Senate unless he is able and willing to attend its meetings regularly and to assume such other responsibilities as may be assigned to him by Senate. In addition, if a member of Senate finds himself unable to attend Senate meetings regularly, the Commission suggests that he should offer his resignation so that he may be replaced as laid down in section 24 of the Act.

These criticisms may be overdrawn, but they do appear to reflect some genuine grounds for unhappiness and dissatisfaction with Senate's performance. Towards the furtherance of a more effective Senate, the Commission makes the recommendations which follow.

The most serious criticisms which have been made to the Commission regarding the Senate center around the manner in which it conducts its business. We are told that much time is spent on unnecessary discussion of trivia and that matters are presented to Senate "cold" in some cases without the necessary organization and preliminary staff work having been done. We pointed out earlier that on many issues which come before Senate it will be necessary for Senate to rely on the Faculties or on Senate Committees for advice and recommendations, since Senate as a whole

is not sufficiently expert and homogeneous to discuss de novo these issues. On the other hand, there are many matters of broad University policy on which a full discussion is essential. In an attempt to improve the way in which the business of Senate is handled we recommend as follows:

RECOMMENDATION S 2

That Senate amend its present rules and procedures by setting up a standing committee to be known as the Agenda Committee whose function would be to prepare the agenda for all meetings of Senate and to take the necessary steps to ensure that all items to be brought before Senate are in a form suitable for presentation and possible action by Senate. In particular this Committee should formulate suitable recommendations and motions for Senate's consideration.

The intent of Recommendation S 2 should not be misunderstood. We are not recommending that the Agenda Committee usurp the powers of Senate nor that Senate's opportunity for meaningful debate and discussion be in any way limited. We are convinced however, that a great deal of Senate's time is taken up in attempts to formulate appropriate motions and isolate the essential issues around which debate should centre. We are convinced that on many issues a careful formulation of recommendations will enable Senate to dispose rapidly of many routine items on its agenda and permit it to devote more attention to a consideration of broad issues of academic policy.

RECOMMENDATION S 3

That the Agenda Committee initially consist of the President as Chairman, two academic deans (selected by the President), and two additional members of Senate (elected by Senate), with the Secretary of Senate serving as secretary of the Committee.

The Commission has noted that the duties and responsibilities of the Registrar are very heavy indeed. The Act states in section 66 that "there shall be a Registrar, who shall keep such records and perform such other duties as the Board or Senate may require. He is the Secretary of Convocation, the Senate, the Faculty Council, and of each of the Faculties, but has no right to vote as such." In addition to his duties as Secretary he manages an elaborate record keeping and data processing operation. In order to provide Senate and its committees with the secretarial and staff support that is provided to the Board of Governors through its Secretary, the Commission recommends as follows:

RECOMMENDATION S 4

That adequate staff be provided to the Registrar in order that by delegation of some of his responsibilities or otherwise, the same high level of secretarial and staff support may be provided for Senate and its Committees as presently exists for the Board of Governors and its Committees.

It is neither possible nor desirable that membership in Senate Committees be restricted to Senate members alone. However, the Commission feels that in all cases the Chairmen of Senate Committees should be members of Senate and should be appointed by Senate at the time the Committee is established. Secretarial and, when necessary, research support for Senate Committees should be provided.

In order to ensure that each Committee of Senate has full knowledge of the intent of Senate and that Senate be fully informed of the reasons behind the Committee's recommendations, the Commission recommends as follows:

RECOMMENDATION S 5

That normally a member of Senate named by Senate, be the Chairman of each Committee of Senate.

As we have pointed out earlier, the President has a dual role in the University. He must manage the affairs of the University and give leadership to it in academic matters. The Commission is convinced that one of the important ways in which the President can exercise his academic leadership is as Chairman of Senate. In this role in our opinion he should serve not merely as a passive arbiter of Senate debates but should be an active participant in them. Thus we advance the following:

RECOMMENDATION S 6

That the President in his capacity as Chairman of Senate exercise an active leadership role in its debates, since he has the ultimate responsibility for carrying forward, explaining and supporting to the Board of Governors the policies formulated by Senate and must therefore have a substantial voice in their formulation.

Finally, in order to make it possible for the "non-faculty" members of Senate to make their full contribution to the Senate, the Commission suggests that, periodically, informal meetings of these Senators be held at which questions can be asked and answered regarding the operation and business of Senate and of the University generally. In order that persons considering election or appointment to the Senate may be as fully informed as possible concerning their responsibilities on Senate, the Commission recommends as follows:

RECOMMENDATION S 7

That the Secretary of Senate be charged with the responsibility of preparing an information sheet listing the duties and responsibilities of the Senate and describing its functions, and that this sheet be circulated with nomination papers and given to the Lieutenant-Governor in Council.

III. The Role of Senate in Establishing Academic Priorities

During the past twenty-five years, universities all over the world have experienced a period of incredibly rapid growth and development. It now appears that there may be an even more traumatic period of contraction and consolidation ahead. One thing is completely clear: universities do face both internal and external pressures for change which will force a continuous reassessment of their goals and priorities. In the relatively static situation that existed prior to World War II, university enrolments remained almost constant, curricula seldom changed and there was virtually no public pressure for the introduction of new programs. In such a static situation, there was little, if any, need for interaction between Boards of Governors and Senates. At the present time it is clear that there will be a long period of continued academic change which will demand that universities carry on an almost continuous process of self-evaluation which will involve careful scrutiny of academic goals and priorities. At this University, both the Senate and the Board of Governors must be involved in this process.

To a large degree, all academic planning and the determination of academic priorities involves, in an integral way, financial and budgetary considerations. To exercise its proper responsibilities under the Act in recommending and approving changes in the academic programme, Senate must be aware of the financial implications of its recommendations. For example, if Senate recommends to the Board the desirability of the establishment of a new programme of studies, it needs to know whether or not the introduction of this new programme will seriously affect other programmes

already established, for only with this knowledge can it decide whether the new programme has such high priority as to warrant the possible resultant changes. Because the President is responsible for preparing a budget for submission to the Board, the Commission suggests that the President consult the Senate in the early stages of budget formation when budget estimates are being prepared for submission to the Board and ultimately to the Provincial Government, in order that he may be aware of Senate's priorities. After the University's grant from the Government is known, the President should again consult with Senate before the final allocation of the budget is established in order that Senate may see how their priorities are being affected. The Commission therefore makes the following recommendation:

RECOMMENDATION S 8

That the President consult in appropriate ways with the Senate both during the preparation of budget estimates and before the final budget allocations are established after the grant has been received.

We stress that the purpose of Recommendation S 8 is to provide the Senate with essential information to enable it intelligently to engage in academic planning and the determination of priorities. Consultation with the Senate about the budget in no way relieves the President and the Board of their responsibilities in this area.

To further the essential cooperation which must exist from now on between the Senate and the Board, we further recommend:

RECOMMENDATION S 9

That there be regular informal informational joint sessions of the Senate and the Board of Governors. These sessions should be held at least once a year and should be meetings rather than social events. An agenda should be circulated in advance in order that discussion will be structured, rather than impromptu.

RECOMMENDATION S 10

That the members of Senate elected by it to serve on the Board of Governors, together with the President, report regularly to Senate on those matters which concern it which have arisen within the context of the Board of Governors, and that the annual report of the Board of Governors to the Lieutenant-Governor in Council, as required under section 50 of the Act, a copy of which is transmitted to Senate, be made the occasion of a discussion by Senate of the present state and future prospects of the University.

6. THE BOARD OF GOVERNORS

As we have pointed out in our analysis of the Universities Act, the Board of Governors, except in the strictly academic areas, is ultimately responsible for the running of the University. Section 50 of the Act, which requires that the Board annually submit to the Lieutenant-Governor in Council a balance sheet, statement of expenditure and revenue and such other particulars as the Lieutenant-Governor in Council may from time to time require, makes clear that ultimately the Board is responsible to the Government of the Province. We stress again that in spite of the foregoing the Board's role, except in the most abnormal situations, must in general be one of broad oversight of the affairs of the University.

It is the view of the Commission that a principal role of the Board should be in the area of the determination of broad policy issues especially those involving budgetary problems and priorities, and relations with the Government of the Province and the community. The Board should, while providing the President with the necessary support and counsel, leave the detailed administration of the University to him. In other words, the function of the Board should <u>not</u> be to govern the University but to see that the University is well governed. From this, several conclusions follow. It is clear that Board and President must work together in an environment of reciprocal confidence. Should any development lead to a lessening of this confidence then the result may be that the Board will become actively involved in the management of the University. One obvious conclusion to be drawn from this generalization is that actions by faculty suggesting that significant sections of it are challenging the legitimacy or validity

of the recommendations of the President to the Board invite the Board to participate actively in the detailed management of the University. The President then, in order that he function effectively, needs the support of both faculty and Board.

The question of faculty participation at the Board of Governors level has been carefully considered by the Commission. Under the present Act, no member of faculty or of the administrative staff can be a member of the Board (see section 20(1)(d)). It has been suggested that members of faculty, appropriately elected or appointed, might sit as observers or as non-voting participants at Board meetings, and that the University should press for a revision of the Act to permit faculty to have full status as Board members. In the preceding paragraph, we have stated the Commission's view of the role of the Board, namely, that it should provide general oversight of the affairs of the University, but should not be directly involved in its management.

The Commission has concluded with reference to the first proposal that having members of faculty regularly present as non-voting participants during Board meetings in any role other than as full members of the Board would involve ceding to them a degree of authority or influence without any commensurate responsibility and that the suggestion not be pursued. If faculty were to sit at Board meetings as observers with responsibility to report back to faculty on Board decisions and actions then this reporting function could be better accomplished by making Board meetings open to the public. This last is, in the Commission's opinion, undesirable for reasons we shall set out later. The Commission has reflected at length

on the question of whether or not there should be faculty representation on the Board and recognize the case to be made both for and against this. Our review has not revealed that this institutional practice is either the panacea or the road to disaster which some have held it to be. However, one major consideration has dominated our thinking on this issue. We are convinced that faculty participation on the Board of Governors will inevitably lead to a "pulling upward" to the Board level of decisions which in our view should be a proper responsibility of the Senate, President and Faculties. The Commission therefore recommends as follows:

RECOMMENDATION G 1

That faculty not sit as observers or non-voting participants at meetings of the Board of Governors.

In the course of its deliberations, the Commission made a detailed study of the nature of items appearing on Board agenda. In general these items fall into four main categories which are:

(1) Routine approval of a variety of matters largely concerned with the "housekeeping" aspect of the administration of the University.

(2) Recommendations regarding individual members of the teaching staff or other employees -- appointments, promotion, salary decisions, granting of tenure, leave of absence, etc.

(3) Items upon which the President is seeking the advice and counsel of the Board members in their capacity as representatives of the public or as the group ultimately responsible to the

Government for the administration of the University. These issues may arise either from a formal recommendation by the President or be brought forward by the President to the Board in the formative stages of policy making.

(4) Items raised by members of the Board upon which the President is asked to express an opinion or take some action.

It is in these last two areas (3 and 4 above), as the Commission has indicated earlier, that the Board should play its major role which is to provide the President with support and counsel in the determination of matters of policy.

If meetings of the Board were open to the public and the press, items under (2) above would necessarily be considered in camera and the debate and discussion essential for those items listed under (3) and (4) above would either have to precede the formal Board meetings or take place in camera, since many items discussed may never be implemented and the Board cannot be put in the position of publicly disagreeing with the President. In any event, decisions by the Board on matters of general interest are, and should continue to be, made public by means of the Gazette. The Commission therefore recommends as follows:

RECOMMENDATION G 2

That meetings of the Board of Governors be not open.

We indicated earlier that the Board should provide the President with support and counsel and should be involved in the determination of broad policy issues. Another important role of the Board is to interpret the community to the University and the University to the community and to the Government of the Province. The Board of Governors can carry out these responsibilities only if it has a broad knowledge and understanding of the University: its programs and their strengths and weaknesses, its plans for the future and its priorities. Of course, in the last analysis, the President must be responsible for bringing forward to the Board recommendations for action. In performing its task of seeing that the University is well governed, it is essential that the Board become and remain aware of responsible faculty and student sentiment. The Commission points out that Senate is a sensitive barometer of this sentiment and considers that the Chancellor and the three members of the Board elected by Senate should assume the special responsibility of keeping the Board of Governors as a whole informed about the present state of the University. In Recommendations S 9 and S 10 we suggest a mechanism to strengthen relations between the Board and the Senate. To complement these we offer the following:

RECOMMENDATION G 3

That the Chancellor and the members of the Board elected by Senate be responsible for keeping the Board as a whole informed concerning faculty and student sentiment regarding the present state of the University, as this is reflected at the meetings of Senate.

It is important to stress that this Recommendation is in no way intended to attenuate the President's position as the Board's chief adviser in matters of policy. Rather, our object is to provide the Board with an opportunity of familiarizing itself with the present state and future prospects of the various parts of the University and also to provide academic administrators and members of the Senate with the Board's point of view in the formative stages of policy making.

On a relatively minor level, we have a further recommendation to make regarding the Board's method of operation. At the present time certain officers of the University other than the President (who is of course a member of the Board of Governors) and the Secretary to the Board attend Board meetings on a regular basis. These officers are the Academic Vice-President, the Dean of Administration and the Bursar. The Commission recognizes the desirability and convenience of the Dean of Administration and the Bursar attending meetings of the Board. We also recognize that currently the point of view of the academic area of the University is brought to the Board by the President, supported when necessary by the Academic Vice-President. Nevertheless, we feel there are sound reasons for the inclusion of an additional academic Dean at meetings of the Board. These include the elimination of what might appear to be imbalance between academic and non-academic personnel, but perhaps more important such a move would provide an opportunity for all academic Deans to familiarize themselves in a general way with the method of operation of the Board of Governors. In addition members of the Board would have an opportunity to get to know the academic

Deans. We therefore make the following:

RECOMMENDATION G 4

That an academic Dean be invited to attend each meeting of the Board of Governors.

7. THE PRESIDENT AND HIS ADVISERS

Under the Universities Act the key figure in the governance of the University is the President. He is the Chief Executive Officer and is charged with the supervision and direction of the academic work of the University, the teaching and administrative staffs and other officers and servants. He is, ex officio, a member of the Board of Governors, the Chairman of Senate and the Faculty Council and a member of each Faculty. He is the principal spokesman for the University to the community and the principal academic adviser to the Board of Governors. Throughout all previous chapters of this report, his many duties have been discussed either explicitly or implicitly and we do not think it necessary to repeat them here. In what follows, we make recommendations regarding a variety of items not covered in earlier chapters of this report.

I. The Powers and Duties of the President as set out in the Act

We indicated in Chapter II, those sections of the Act which deal with the powers and duties of the President. Section 56 makes it clear that the President is the chief executive officer responsible for supervising and directing the work of the University. Sections 57(a) and 46(d) should be read together: they make it clear that in one important respect, namely, the appointment, promotion and removal of members of the teaching staff, the Board can act only upon the recommendation of the President. The Board can, of course, refuse to accept the President's recommendation but it cannot, of its own initiative and without the President's recommendation, appoint, promote or remove members of the teaching staff. This provision

in the Act is a most important safeguard for members of the teaching staff. It is important to note that members of the teaching staff in their role as administrators are not afforded the same protection. We note also that the President has the power to suspend any member of the teaching and administrative staffs and any officer or servant of the University (section 58(1)). The person so suspended has the right of appeal to the Board. The President also has the power to suspend any student and to deal summarily with any matter of student discipline, notwithstanding any powers conferred on the Faculty Council. In this case, the appeals are to the Senate. We observe that in a portion of the Act which we did not quote earlier (section 61(c) and (d)), the Faculty Council is given the power to delegate to a recognized student organization, disciplinary powers over students. The President's power to suspend a student overrides any such delegation Faculty Council may have made.

II. The Delegation of the President's Powers

The University is a society in microcosm, and in any society power is exercised in ways which have developed by experience and custom. In an organization whose members largely are professionals (such as the University) it is most undesirable that power should be exercised arbitrarily by one or a select few individuals, and throughout the earlier chapters of this report we have stressed the necessity for consultation. In any large organization, power must be delegated, usually on a hierarchical basis which is epitomized by the familiar "table of organization" or "line of responsibility chart". The simplest example of

such a hierarchical structure is found in the armed services, where each individual is completely aware of the person or persons who can give him orders and those to whom he can give orders.

This simple hierarchical structure, typified by the Army, is completely unacceptable in a university, at least in so far as the teaching staff is concerned. As we have indicated earlier, there are many reasons for this, the most important probably being that because of their duties in teaching and research, members of the teaching staff must function as independent professionals, members of a community of scholars. As scholars, academics wish to be consulted on a wide variety of administrative and academic issues, and it is important that they should be so consulted. In earlier chapters of this report, we have indicated ways in which this consultation can occur. It is clear however, that while wide consultation on many issues is desirable, a hierarchical structure (deans, department chairmen, registrar, bursar, etc.) must exist for efficient conduct of University affairs. In this section, we shall make specific recommendations concerning this administrative structure, paying particular attention to the number of individuals reporting directly to the President.

Many studies of administrative structure within organizations have emphasized the dangers of having too many persons report to an individual administrator, and the Commission is emphatic that in the case of the President of the University the number of people reporting directly to him should be kept as small as possible. There are a number of reasons for this, but most important is that the President, if he is to exercise

his role of academic leadership within the University and represent the University to the community, needs time to think, to consult and to plan. He should also be able to make time available to meet informally with all segments of the University.

Since 1963 there have been two studies of the administrative structure of the University, paying particular attention to the office of President. Both concluded that there were too many people reporting directly to the President, and this Commission concurs in this view. At the present time, the following officers report directly to the President:

(a) the Academic Vice-President pro tem;

(b) the Deans of the Faculties of Arts and Science, Education, Fine Arts and Graduate Studies;

(c) the Dean of Administration;

(d) the Librarian;

(e) the Registrar;

(f) the Bursar;

(g) the Director of Admissions;

(h) the Development Officer;

(i) the Director of Institutional Research;

(j) the Director of University Relations;

for a total of 12. Until the appointment of the Academic Vice-President, the following officers also reported directly to the President:

(k) the Director of Continuing Education;

(l) the Director of Summer Session;

(m) the Director of the Counselling Centre.

At the moment, the two Masters of the Colleges also report directly to the President, but since the college system as such will no longer exist after June 1973, we have not included these individuals in the above list.

A few years ago, the Board of Governors established the positions of Vice-President Academic and Vice-President Administration in an effort to reduce the number of persons reporting directly to the President. Mr. Kyle was appointed Vice-President and Dean of Administration, but the other Vice-President was never appointed and indeed, the issue as to whether or not this position should be filled became a matter for considerable debate and discussion. In the spring of 1972, an Academic Vice-President pro tem was appointed, but his precise role was never defined. In June 1972, Mr. Kyle resigned and while Mr. Matthews was appointed Dean of Administration, he was not given the title of Vice-President.

At the time the decision was taken to establish the two Vice-Presidencies, the expectation was that the University would continue to grow relatively quickly. It is now clear that this growth did not occur, and a rapid expansion is not likely in the near future. The Commission, therefore, feels that at this time, there is no need to fill two Vice-Presidencies (but see Recommendation P 4 below).

The problem of the large number of officers reporting directly to the President still remains. At this stage in the development of the University, the Commission is of the opinion that it is not only desirable, but essential, that Deans of Faculties report directly to the President. Of necessity, the Dean of Administration must do so also, and, because of the Act, the Bursar, and the Registrar in his Secretarial capacity, must

report directly. The Commission also feels that the Librarian as the executive officer of a University facility which is integral to the teaching and research function of the University, has in many ways the status of an academic dean and hence should report directly to the President.

The Commission believes that most of the other officers listed in (a) to (m) above should report through a senior academic officer with the status of a Dean. The title of this proposed officer was the subject of substantial debate within the Commission and names such as "Dean of Academic Affairs", "Dean of Inter-faculty Affairs", "Dean of University Affairs" were considered. In what follows, we shall call this officer the "Dean of Inter-faculty Affairs". We therefore recommend as follows:

RECOMMENDATION P 1

That the office of Dean of Inter-faculty Affairs be established and that his duties and responsibilities include:

(a) Academic Planning.
(b) General supervision and direction of the following:
    (i) the Registrar in his capacity as chief executive officer of the Office of the Registrar;
    (ii) the Director of Institutional Research;
    (iii) the Director of Continuing Education;
    (iv) the Director of Summer Session;
    (v) the Director of the Counselling Centre;
    (vi) the Development Officer;
    (vii) the Director of University Relations;
    (viii) Director, Systems and Computing Services

who shall all report through him to the President.

It will be noted that the Director of Admissions has been omitted from the list of those reporting to the Dean of Interfaculty Affairs and that the Director, Systems and Computing Services has been added. It is the view of the Commission that the office of Director of Admissions should in due course become part of the Registrar's Office and that the Director of Admissions should then report through the Registrar. At the moment, the Director, Systems and Computing Services reports to the Dean of Administration. The Commission proposes that this Director should report through the Dean of Interfaculty Affairs, since the Computing Centre and its staff provide primarily an academic support service.

The Commission considers that the most important role of the Dean of Interfaculty Affairs is academic planning. Our purpose in charging a senior administrative officer with this responsibility is not to undercut the Academic Planning Committee of Senate but rather is our recognition of the importance of planning to the whole University. So that the Dean of Interfaculty Affairs may be fully involved in academic planning the Commission recommends as follows:

RECOMMENDATION P 2

That Senate make the Dean of Interfaculty Affairs a member of Senate under section 23(d), and consider the desirability of appointing him Chairman of the Senate Committee on Academic Planning.

III. The Consultative Process at the Presidential Level

Throughout this report we have emphasized the importance of the consultative process in academic decision taking. At the Presidential level it is essential that there be a group with whom the President can discuss as primus inter pares those matters on which a consultative procedure is appropriate, remembering that the decisions of the President are in essence, final decisions. Just as the Dean of a Faculty uses his Department Chairmen in this way, so also should the President use his Deans. We therefore recommend as follows:

RECOMMENDATION P 3

That the President establish a President's Council which shall include the Deans and such other persons as the President may, from time to time, deem it advisable to add.

It is our understanding that the President has established such a Council and we urge that he continue to use it freely since we understand that it is working effectively.

If the President is to function as academic leader and interpreter within and without the University, he must have time to think, to plan and, above all, to consult. The Commission offers the following suggestions in this connection. First, the Deans should make every effort to resolve most day-to-day problems below the Presidential level, bringing to him for individual discussion only those matters on which they need his advice or which they themselves cannot handle. Second, a senior academic, in whom the President has confidence, should be available to him

for assistance with special assignments as they may arise, to whom at his discretion he may delegate responsibility and above all, to whom he may talk completely freely. In the past, it was not unusual for university presidents to choose on an informal basis such a confidant and adviser. This informal procedure is, in the Commission's opinion, no longer possible in universities today, and any person in this role must have the protection of a designated title. The Commission suggests that appropriate titles might include Deputy President, Vice-President and Assistant President, and favours the first of these.

It is important to note that we do not visualize the Deputy President as having "line responsibility" in that no officers of the University report regularly through him to the President. It may be that the person holding the office of Deputy President is also a Dean, but he need not be. In any case, the Commission suggests that he be chosen from among those holding senior academic rank.

The Commission recommends as follows:

RECOMMENDATION P 4

That the office of Deputy President be established. The Deputy President would serve as the President's "right-hand man", and would have such duties and responsibilities as are assigned to him by the President.

It is clear that in many ways the relationship between the President and Deputy President resembles that between a Dean and an Associate Dean. We suggest therefore that as in the case of Associate Deans, the Deputy President be appointed for a term of one year with the option of renewal. Before making or renewing such an appointment, the President should consult the Deans.

IV. Appointment, Promotion and Tenure Procedures at the Presidential Level

Earlier in this report, we have recommended that the Dean alone be responsible for making recommendations to the President on all matters involving appointment, promotion and tenure within his Faculty, although in reaching his decision the Dean will have the advice of an appropriate Faculty Committee. In recommending to the Board on these matters, the President must be in a position to review, compare and control the practices and standards applied by the Deans within their Faculties. Consultation with a representative group of senior academics will enable him to achieve this end and at the same time to obtain advice on special cases. We also feel that some, but not all, of this Advisory Committee should be elected by the Faculties. It is the Commission's view that the general structure of this Committee should be laid down in the Tenure Document, but until such time as this Document is revised, we offer the following on an interim basis.

RECOMMENDATION P 5

That a President's Advisory Committee on Appointments, Promotion and Tenure be established. Initially, this Committee might consist of the following: the Deputy President who shall be the chairman, the Deans of the Faculties and five additional members, one from each of the groupings, Sciences, Social Sciences, Humanities, Education, Fine Arts chosen from those holding the rank of professor and having tenure.

V. Tenure of Office and Appointment Procedures for the President

As we have indicated earlier, it is the Commission's view that all academic administrators should have substantial experience as a member of the teaching staff of a university. This is especially necessary for one who holds the office of President in a University such as ours where the President, of necessity, must give academic leadership and cannot, as is the case in some universities in the United States, confine his activities to strictly administrative and public relations areas.

It is probably unwise to try to spell out too precisely the duties and responsibilities or the term of office of the President, since the former, in general terms, are set out in the Act and the latter depends very much upon the particular incumbent, his age and career goals. However, the Commission is convinced that the President should be appointed for a term of years with the possibility of renewal. It is important to note that special circumstances within a university may be a major consideration in determining not only the term of appointment but also the procedures used in making the appointment.

In the recommendations that follow the Commission is considering what might be described as normal appointment procedures to be used in whole or in part depending upon the circumstances involved.

RECOMMENDATION P 6

That the term of appointment of a President be normally for seven years with the possibility of renewal.

RECOMMENDATION P 7

That two years before the expiry of a President's term, the Board of Governors, in consultation with the Senate, the Deans and other senior members of the teaching staff should study the present state and future prospects of the University. They should then indicate to the incumbent President whether or not it is their intention to offer him a further term (which may or may not be for the full seven years) and the incumbent President should indicate firmly to the Board whether or not he is prepared to continue in office for a further period.

Recognizing that, while the Board must bear full responsibility for the appointment of a President, the faculty and students must have an opportunity to advise the Board regarding the selection of a new President, we recommend as follows:

RECOMMENDATION P 8

That if a new President is to be appointed, an Advisory Committee be established to advise the Board of Governors regarding the appointment. Its structure should be as follows:

(a) A nominee of the Board should be the Chairman of the Advisory Committee.

(b) The Committee should include both elected and appointed members of the faculty to ensure that it contains adequate representation not only from the various Faculties but also from the various ranks within the University.

(c) Because the work of the Committee may well extend over two years, any student members of the Committee should be appointed or elected from among those who may be expected to be in attendance for the required period.

(d) The Board, at its discretion, may add others to the Committee either chosen from among its own members or from elsewhere.

It will be noted that the Commission is leaving the precise size of the Committee and its method of operation deliberately vague since the appropriate procedures will vary depending upon the particular circumstances prevailing at the University at the given time.

8. MISCELLANEOUS RECOMMENDATIONS

I. Subdivision of the Faculty of Arts and Science

Earlier in this report we discussed in some detail the decision taking process in the University, and paid particular attention to the consultative process. We indicated that, in our opinion, consultation was an essential ingredient and that, for this process to operate effectively, the group involved must be fairly homogeneous and not too large. The Commission believes that the Faculty of Arts and Science, as it is presently structured, is too large and inhomogeneous for effective use of the consultative process to be made. Within this Faculty there appear to be three major groupings of Departments, the Humanities, the Natural Sciences (including Mathematics) and the Social Sciences. Within each of these groupings there is essential agreement on educational goals and a certain communality of interest, while between the groupings themselves there is considerable variation. To a certain extent, these differences are already recognized within the Faculty in a variety of ways: two degrees are awarded (B.A. and B.Sc.) and in many elective procedures, Departments are grouped as we have indicated. The current revisions of the requirements for graduation from Secondary School in this province will probably mean that there is no longer the possibility of having common entrance requirements for admission to the Faculty of Arts and Science. Departments which rely heavily on Secondary School subject matter (e.g. Mathematics and the Natural Sciences) may well have to require satisfactory completion of certain specified secondary school prerequisites before a student can be admitted to a B.Sc. programme. Other departments may be prepared to accept

any Secondary School graduate, regardless of his programme. For these reasons, the Commission favours a subdivision of the Faculty of Arts and Science. Another compelling reason is the fact that at the moment the Dean of the Faculty of Arts and Science has some nineteen Heads and Chairmen reporting to him and to whom he must give advice and counsel.

On theoretical grounds, it appears that the Faculty of Arts and Science should be split into three separate faculties, but the Commission is of the opinion that the present size of the University may not warrant the consequent escalation in the administrative staff caused by the appointment of two additional Deans. We therefore propose the following:

RECOMMENDATION MR 1

(a) That the Faculty of Arts and Science be split into a Faculty of Arts and a Faculty of Science.
(b) That the Dean of the Faculty of Science should be responsible administratively for the Departments of Bacteriology and Biochemistry, Biology, Chemistry, Mathematics and Physics, and the Faculty of Science shall concern itself with courses of study leading to the B.Sc. degree.
(c) That the Dean of the Faculty of Arts shall be responsible administratively for the remaining Departments and the Faculty of Arts shall concern itself with courses of study leading to the B.A. degree.
(d) That provision should be made for representation on both Faculties of Departments such as Mathematics, Psychology and Geography who may wish to offer courses of study leading to both the B.A. and B.Sc. degrees.

RECOMMENDATION MR 2

That each Faculty of the University have the right to determine its admission requirements and the academic standards expected for its degrees, subject in each case to the approval of Senate.

II. Consolidation of the Language Departments

Several years ago, the then Department of Modern Languages was split into four smaller Departments. With the removal of the compulsory language requirement for some degrees, a number of these Departments have become so small as to become, in the opinion of the Commission, not viable as separate entities. We therefore recommend as follows:

RECOMMENDATION MR 3

(a) That a Department of Modern Languages be reconstituted to include the existing Departments of French Language and Literature, Department of Germanic Languages and Literature, Department of Hispanic and Italian Studies and Department of Slavonic and Oriental Studies.

(b) That within the Department of Modern Languages appropriate administrative arrangements be made to permit reasonable academic autonomy for each of the four divisions named above.

The implementation of this recommendation will reduce by three the number of departments in the proposed Faculty of Arts.

III. The Status of Professional Librarians

Representations were made to the Commission that the professional staff of the Library should be recognized as having an essentially academic function within the University. At the present time, these librarians are classified as Administrative/Professional employees, but unfortunately this classification is often miswritten as Administrative-Professional. It is the Commission's understanding that the classification Administrative/Professional is intended to include not only those with purely administrative responsibilities but also those who, while not members of the teaching staff, have a well defined professional status and who are, to some extent, involved in the academic area of the University. The Commission suggests that consideration be given to a modification of the title Administrative/Professional to make it clear it includes two separate groups. For example, the terms Administrative-Professional and Academic-Professional might be used.

IV. The Role of Students in Academic Governance

The Universities Act defines the University as consisting of the Chancellor, the Convocation, the Board of Governors, the Senate, the Faculty Council and the Faculties (see section 5(2)). The students are not mentioned and it is clear that the Act itself does not envisage any formal role for the students in the academic governance of the University. The Commission, however, is emphatic that students have an important role to play in certain areas of academic decision-taking if they care to

exercise it* and that appropriate provision should be made for student input.

The Commission notes that

(1) the average student spends roughly four years at the University as an undergraduate and during this time his major commitment is necessarily the pursuit of learning. As a result the time available to a full-time student for participation in committee work is limited;

(2) because of the demands of his academic programme and his previous inexperience of University affairs, he may not acquire the background and experience to participate effectively until near the end of his time as a student.

For these reasons the extent to which students are able to contribute effectively in many areas of university governance is bound to be limited.

Experience suggests that participation of students in Senate and on Senate Committees, where many general matters of student interest come up is productive and should be continued. The extent of student participation in committee work at the Faculty and Departmental levels can be expected to vary from Department to Department and Faculty to Faculty. The Commission urges that Departments deliberately and periodically consider how best to obtain student input. Obvious areas of student expertise include curriculum planning, conduct of examinations and evaluation of teaching effectiveness but student participation, particularly in the case of graduate students, may be fruitfully invoked in many more general areas of departmental business, as a number of Departments currently demonstrate.

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*The Commission notes with regret that no submission was made to the Commission by either the Alma Mater Society or the Graduate Students' Society, and that only three students made representations to the Commission.